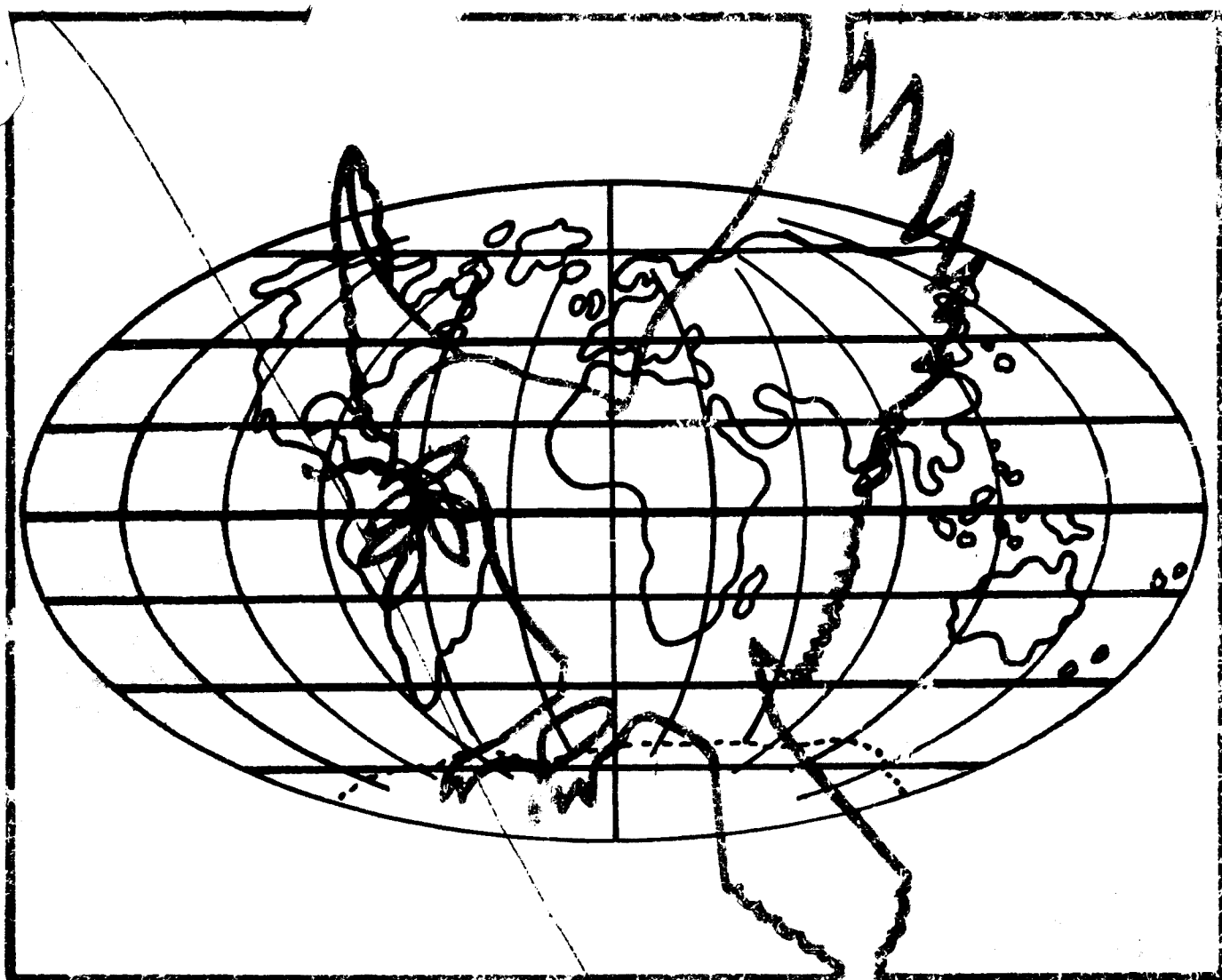




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When used in this publication, "he," "him," "his," and "men" represent both the masculine and feminine genders.

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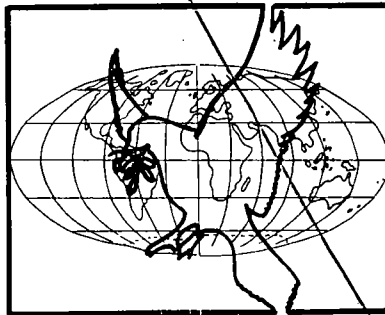
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FIELD MANUAL

No. 100-20

HEADQUARTERS
DEPARTMENT OF THE ARMY
Washington, DC, 16 January 1981

LOW INTENSITY CONFLICT



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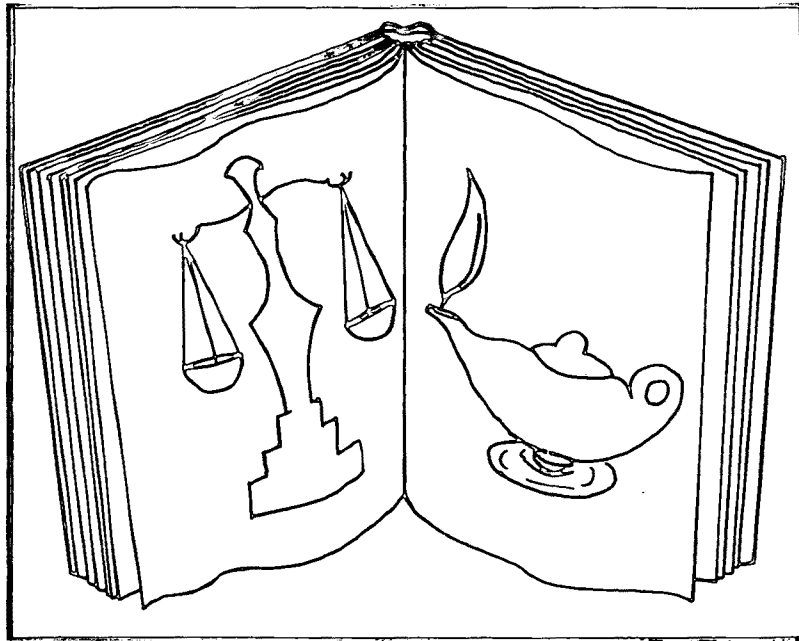
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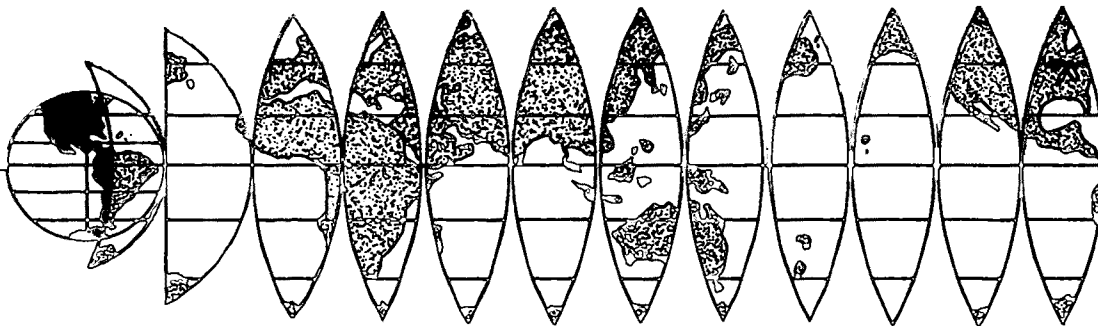
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CHAPTER 1

INTRODUCTION



SECTION I GENERAL

Purpose and Scope

Terminology

Other Operations

Evacuation of US Nationals

PURPOSE AND SCOPE

This manual provides - -

- Concepts and doctrine concerning the conduct of INTERNAL DEFENSE AND DEVELOPMENT (IDAD) assistance operations which occur in a LOW INTENSITY CONFLICT (LIC) environment categorized as Type A or Type B (defined below).
- Planning, training, and operational guidance for commanders and staffs at all levels of US involvement in LIC from an advisory effort to situations requiring commitment of US ground combat forces.
- A general perspective of the environment in developing nations, insurgent strategies, concepts and strategy for employment of host country security forces, an overview of US security assistance, a description of the roles and responsibilities of US Army advisors, and doctrine for employing US forces.

The doctrine provides fundamental principles designed to guide the actions of military forces conducting IDAD operations. In applying the principles, you must be aware that the SITUATION in each country faced with an insurgency IS UNIQUE TO THAT COUNTRY, and the situation in different areas of the same country may vary a great deal. Principles, policies, and programs applied successfully in one country (or in one area of a country) may not be suitable if applied in exactly the same manner in another country (or another area of the same country). Therefore, the principles in this manual provide only a general guide for conducting internal defense and development; you must use judgment to adapt them to each situation.

At the end of each of chapters 2 through 10 are "highlights" which provide an overview and brief summary of the chapter contents.

TERMINOLOGY

The definitions of terms below place the terms into perspective with each other. You

CHAPTER 1

can see that any US Army involvement in "low intensity conflict" will also be considered "foreign internal defense." Actions taken by the host country government, of course, will be "internal defense" and "internal development."

■ **LOW INTENSITY CONFLICT (TYPE A).** Internal defense and development assistance operations involving actions by US combat forces to establish, regain, or maintain control of specific land areas threatened by guerrilla warfare, revolution, subversion, or other tactics aimed at internal seizure of power.

■ **LOW INTENSITY CONFLICT (TYPE B).** Internal defense and development assistance operations involving US advice, combat support, and combat service support for indigenous or allied forces engaged in establishing, regaining, or maintaining control of specific land areas threatened by guerrilla warfare, revolution, subversion, or other tactics aimed at internal seizure of power.

■ **FOREIGN INTERNAL DEFENSE (FID).** Participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency.

■ **INTERNAL DEFENSE.** The full range of measures taken by a government to free and protect its society from subversion, lawlessness, and insurgency.

■ **INTERNAL DEVELOPMENT.** Actions taken by a nation to promote its growth by building viable institutions - - political, military, economic, and social - - that respond to the needs of its society.

■ **INTERNAL DEFENSE AND DEVELOPMENT (IDAD).** IDAD is simply the combining of the terms "internal defense" and "internal development" and is not otherwise defined.

The definitions of "high intensity conflict" and "mid intensity conflict" limit their use to war between nations. These terms, defined here, will not be further discussed in this manual.

■ **HIGH INTENSITY CONFLICT.** War between two or more nations and their respective allies, if any, in which the belligerents employ the most modern technology and all resources in intelligence; mobility; firepower (including nuclear, chemical, and biological weapons); command, control, and communications; and service support.

■ **MID INTENSITY CONFLICT.** War between two or more nations and their respective allies, if any, in which the belligerents employ the most modern technology and all resources in intelligence; mobility; firepower (excluding nuclear, chemical, and biological weapons); command, control, and communications; and service support for limited objectives under definitive policy limitations as to the extent of destructive power that can be employed or the extent of geographic area that might be involved.

In a "worst case" insurgency situation involving territory of several nations, such as occurred in Southeast Asia where "outside forces" were brought into the conflict against the government and its allies, a higher classification than LIC may apply. Insurgent activity associated with LIC would undoubtedly continue, and the guidance in this manual would still apply with the necessary adaption to the probable higher level of combat activity.

OTHER OPERATIONS

Although this manual provides guidance primarily for operations involving US security assistance to host country armed forces engaged in internal defense, many of the principles may be applied in other efforts to restore order and establish peace.

INTERNAL CONFLICT. The United States may be called upon to support a United Nations (UN) or treaty organization force that responds to a government seeking assistance to restore order or that intervenes IN A COUNTRY which no longer has an effective government.

PEACEKEEPING FORCE. The United States may be called upon to provide support to a UN or treaty organization effort to establish a regional peacekeeping force in a contested area involving TWO OR MORE NATIONS.

UNILATERAL OPERATIONS. The United States may act UNILATERALLY to impose order in an emergency situation when VITAL US INTERESTS are involved and no UN or treaty organization force is prepared to act.

EVACUATION OF US NATIONALS

In cases where the internal security situation has deteriorated to a point where the host government CANNOT or WILL NOT provide for the safety of US nationals, US Army forces may be required to participate in evacuation operations.

US forces may enter by invitation of the host government or by force of arms. If entry is by force of arms, a large combat force may be necessary to establish an operational area for the evacuation operation.

Evacuation from the country or from one area of the country to another may be necessary.

In conducting evacuation operations, the following factors must be considered:

- Establishment of assembly areas and security of these areas.
- Movement to assembly areas.
- Establishment of departure areas -- usually airfields -- and security of these areas.
- Routes, means of transportation, and security during movements from assembly areas to departure areas (airfields).

CHAPTER 1

- Requirements for emergency food, water, shelter, and medical care for evacuees.
- Identification procedures for authorized evacuees.

SECTION II FOREIGN INTERNAL DEFENSE

Concept

Duration of US Participation

Environmental Factors

CONCEPT

Initially, the US effort will be directed toward assessing the threat to the host government and to US INTERESTS. The "country team," under the direction of the chief of the US diplomatic mission, normally an ambassador, will assess the situation in-country and recommend what level US assistance, if any, should be provided. If the HOST COUNTRY REQUESTS support and US INTEREST IS INVOLVED, the US NATIONAL COMMAND AUTHORITIES may direct the US Army to participate in FID operations.

When the insurgency level of intensity is in Phase I (see sec III, chap 3, for phases of insurgency), the United States may assist through a security assistance program designed to strengthen the indigenous capability to deal with an insurgency. Where there is no Military Assistance Advisory Group (MAAG) or similar US representation, the United States and host country may agree to establish such an organization or to use mobile training teams to provide assistance. MAAG personnel can advise and assist on the military aspects of internal defense if requested to do so by the host country and approved by the US Government. Mobile training teams may train indigenous forces to better prepare them to deal with insurgency.

The host country, however, is unlikely to request the presence of US troops, even in small numbers, unless the threat has reached serious proportions. When a government under insurgent attack requests foreign assistance, it may become more vulnerable politically and psychologically. Also, the US may be unwilling to provide assistance before there is indication of a serious threat to US interests. For these reasons, you can expect contingency planning and negotiations for assistance to take

place, but no formal host government request for assistance until the level of intensity of insurgent activity reaches Phase II or Phase III.

In a Phase II insurgency situation, US assistance efforts would of necessity, probably, be of a higher level. The United States could provide equipment; training; and, under some circumstances, unit advisors and support for indigenous forces. The US response would probably be limited to specially trained Security Assistance Forces, combat support, and combat service support elements. A commitment of this size would probably exceed a MAAG's capability and require the commander of the unified command to establish a command and control headquarters in the host country. If two or more military services are involved, this would be a joint headquarters. Security Assistance Forces are discussed in chapter 6.

In a Phase III insurgency situation, expanded US assistance may include selected and specially tailored US combat forces. In this situation, the host government will be expected to provide the maximum possible manpower for its combat forces. US forces and indigenous forces should operate under the direction of a combined headquarters and an overall combined plan. This will be facilitated if US support elements and unit advisors are present at the time US combat forces are introduced. Normally, US combat forces will be under the operational command of a US commander of a joint task force or a subordinate unified command.

At whatever level of insurgency US support is first provided, support must be sufficient to immediately seize and maintain the initiative. This affords a psychological edge and avoids the pitfall of a slow escalation which the insurgents will be encouraged to match.

DURATION OF US PARTICIPATION

The host country government and US representatives will continue to assess the threat and to negotiate the level of US assistance. Whatever the level, plans from the very beginning should limit US participation and prepare for eventual withdrawal. US withdrawal should be phased in conjunction with an increase in host country capabilities, possibly added support from other nations, or a decrease in the threat.

US assistance may be initiated at any level of intensity from Phase I through Phase III. It is not intended that a gradual escalation of US commitment from a training effort to employing combat forces will necessarily take place. A realistic assessment should consider long term and short term assistance activities and the probable duration of US participation. FID operations of either low intensity conflict Type A or Type B - - or both - - may be introduced. Possibly, US combat forces may precede other elements into the host country.

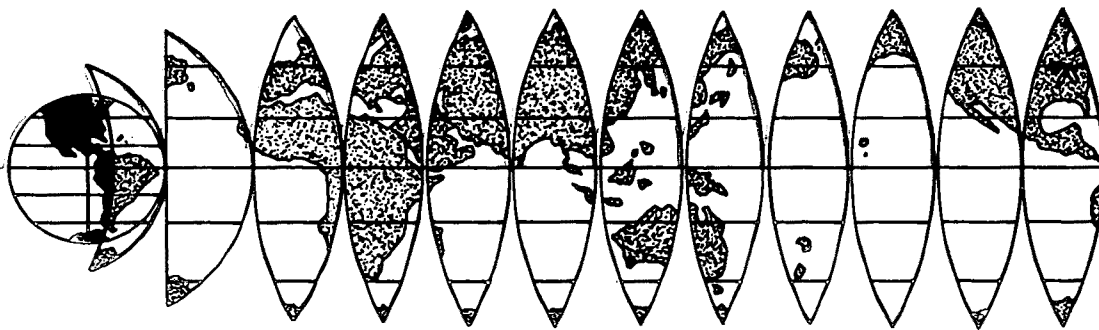
ENVIRONMENTAL FACTORS

Military operations against insurgent forces can be only a part of the fight to prevent defeat of the host government. ENVIRONMENTAL CONDITIONS (discussed in chapter 2) provide a fertile breeding ground for insurgency; they are a part of the threat and must be addressed by any government that seriously attempts to prevent or defeat an insurgency. US FID operations must become part of an overall effort of internal defense and internal development.



CHAPTER 2

THE ENVIRONMENT OF DEVELOPING NATIONS



SECTION I INTRODUCTION

General

Characteristics of Developing Nations

GENERAL

This chapter outlines characteristics common to many developing nations. It identifies social, political, economic, and psychological factors that may contribute to political instability and lead to internal conflict. It discusses the weaknesses and environmental conditions in developing nations which outside governments or private groups may attempt to take advantage of for their own purposes.

In society, change is always taking place. Some may want change, while others may try to prevent it. Change may be violent or nonviolent. Although dealing effectively with the forces of change has always been a problem, today change comes more quickly, making the problem more complex.

Many developing nations are experiencing rapid economic and political change with limited or underdeveloped human and material resources and very limited modern technological knowledge.

CHARACTERISTICS OF DEVELOPING NATIONS

Each developing nation is unique. Each has its own history, culture, and goals combined in a way that produces problems different from those in any other nation. Although each nation is unique, certain conditions are common among developing nations.

Developing nations are those which are progressing beyond traditional societies and which are experiencing economic, social, military, political, technological, and psychological change. This change is normally characterized as modernization, growth, and national development. The national power of a developing nation is generally on the rise, but is far below that of a developed industrial nation.

Through this change, developing nations are discarding the traditions, values, institutions, and perceptions of a traditional society and replacing them with evolving new ones. This often results in anxiety and frustration which may create tension and disorder. Dissatisfied and ambitious individuals and organizations, often a

CHAPTER 2

counterelite, may attempt to take advantage of these conditions, seeking to gain power through peaceful or violent means.

Developing nations often lack a united population. Various groups within these nations tend to be isolated, in some cases straddle international boundaries, and often relate to government only in local terms. Centuries of rural living or tribal dominance have established definite patterns and values. Changes in the economic and political situation disrupt these established patterns and values and can produce tension. Some may resist change which they see as threatening to their traditional tribal, religious, or ethnic ways.

A traditional elite unwilling to surrender or share power; a small, poorly developed middle class; and a poverty-stricken people who do not have a voice in government; all contribute to a potential for internal conflict.

Within many developing nations, the military often plays a major role in development. The military's impact on the modernization process depends upon its capabilities and its influence within the government, its relations with the population, the extent of internal conflict, and the presence or absence of an external threat. The military may promote change or resist it.

The many problems of developing nations and the growing gap between the industrial and developing nations not only cause internal problems but seriously affect relationships between the nations.

SECTION II SOCIAL, ECONOMIC, AND POLITICAL FACTORS OF DEVELOPING NATIONS AND THEIR POTENTIAL FOR INTERNAL CONFLICT

Social Factors

Economic Factors

Political Factors

Potential for Conflict

SOCIAL FACTORS

Modernization tends to change the traditional way of life of the people in developing nations. It often lessens the loyalties and identity of the people with race, region, tribe, family, religion, language, and traditions. Although people may give up much of their traditional values and be influenced to adopt new values, this may lead to conflict. The extent to which the traditional social structure and customs of a people change during modernization varies considerably among developing nations.

In breaking away from familiar ways, the people seek improved conditions. Rural people without marketable skills move into urban areas expecting to find a better life. Often they are disappointed by a lack of employment and bad living conditions. Disappointment contributes to growing frustration and the belief that they are helpless under existing conditions. This situation provides the breeding ground for loss of hope in the government which can be exploited by individuals or groups who would overthrow the government. The key point is an insurgent group can offer what seems to be a way to improve conditions. Understanding this is to understand why violence can be promoted by the insurgents.

The following social factors are common to many developing nations:

- Population growth and concentrations of people increase faster than the economic growth necessary to meet the needs of the population.
- A major segment of the rural population is largely separated from the nation's political life.
- Many people tend to identify with their local, regional, tribal, ethnic, or indigenous groups but not with the nation.
- A high degree of illiteracy exists.
- Urbanization strains available housing, public utilities, and social services.
- Expanding communications such as radio and television make people aware of better standards of living which they do not share.
- The power of a comparatively small, dominant elite group is being challenged.
- The leadership strives to preserve its power and affluence.
- A wide social, economic, and political gap exists between the small power structure and the vast majority.
- Groups such as ethnic and tribal minorities have not become a part of the general society.

CHAPTER 2

- The military officer corps is composed mainly of members of privileged groups.
- The police are generally poorly trained and ill-equipped and may be viewed as outsiders by the local population.
- Health care available is minimal for a large part of the population.

ECONOMIC FACTORS

Some of the more serious problems facing the developing nations rise from rapid and uneven rates of economic development. These changes in economic activities tend to cause internal instability and create social unrest and political problems. In a crisis, important groups of people may challenge the government and turn to violent measures.

Uneven rates of economic development produce contrasts. Cities and towns with higher standards of living and technology exist alongside regions with poor economies.

Poor transportation and communications facilities often make economic and cultural relationships between regions more difficult.

The following economic factors are common to many developing nations:

- Foreign sources are depended on for manufacturing and technological expertise.
- The economy is dependent on one or two types of raw material exports - - agriculture (e.g., coffee, rubber, cotton) or extractive (e.g., copper, oil, bauxite).
- Foreign capital investment is high compared with domestic investment.
- The economic and industrial infrastructure is inadequate.
- Outside sources are relied on to help development programs.
- A high proportion of jungle, desert, or other land is unfit for agriculture.
- Availability and allocation of resources for improvement of agriculture are limited.
- Agriculture is primarily at a low level of subsistence.
- Per capita income is low.

POLITICAL FACTORS

The major political weaknesses face many governments of developing nations: the lack of an effective administrative system and the lack of informed, popular

participation in the political process.

The governmental structure of new nations is often weak. In many developing nations, dictatorships and military regimes emerge to replace weak governments. These authoritarian regimes, lacking an effective, responsive civil service, have problems with governmental administration.

In many developing nations, the bureaucracy tends to favor one group over others. In rural or agriculturally oriented nations, local leadership tends to be traditionally oriented. Development of a capable, modern civil service is difficult under these conditions.

In most developing nations, there are powerful organizations outside the formal structure of government. These groups usually reflect interest based on kinship, class, ethnic, religious, or regional factors and perform functions similar to those of political parties.

Formally established political parties often exist to exercise only roles acceptable to the government. While they put a stamp of "legitimation" on the government, their status and objectives frequently depend upon the will of the governing authority.

The leadership experience and tradition in a developing nation are often authoritarian. For this reason, when appointing key government officials, the leadership often places personal loyalties before individual capabilities. Under these circumstances most decisions, even those of minor importance, are often made only at the highest level of government.

Authoritarian decisions may conflict with, or even violate, the recognized law of the land. Any such decision, regardless of its wisdom and intent, may cause a reaction which undermines the "legitimacy" of the government. It also may provide a cause which opposition elements may try to use against the government.

The following political factors are common to many developing nations:

- Geographical barriers have caused population groupings with little contact between the groups and lack of national governmental authority in the remote areas.
- The stability of the political system often depends upon a single key political leader.
- There is reluctance to delegate authority to the various departments and agencies of government.
- A distinct elite class or ethnic group often controls the government.
- Instability may result from conflict between ethnic groups, interest groups, economic groups, other groups such as students or bureaucrats, or some combination of these groups.
- Government is characterized by an inadequate civil service and an inadequate political organization.

CHAPTER 2

- The military is often the most organized interest group in the country and often dominates or strongly influences the political arena.
- Problems created by modernization and rapid urbanization have decreased confidence in the government.
- Often, the government will not admit that an insurgent threat exists until it reaches dangerous proportions.
- Political and economic interests often restrain and inhibit independent growth of a free enterprise system.

POTENTIAL FOR CONFLICT

As a nation changes economically, socially, and politically, the people often expect more. For some individuals and groups, change brings hopes for a better life while for others, it brings fear. Some regard change as too fast; others, too slow. Some feel optimistic, others disillusioned, and still others feel left out entirely. Differences may arise to the point of antagonism over what is needed, how to go about it, and what the government should be doing. Taking care of some of the problems in a developing nation requires a lot of time and resources. Most developing nations can respond only partially to many of these needs. Therefore, nations must have ways within their political system to determine priorities of need and acceptable policies and programs.

Members of a society who willingly participate in conflict against the government are usually those whose expectations have not been met and who believe they will not be met under the existing government. Their attitudes toward conditions, the intensity of their frustrations, and the extent of governmental control mainly determine to what degree they will participate in political violence.

Conditions within a society, regardless of how bad, do not necessarily cause violence. For example, the people of a particular society may be living under conditions that in most countries would be considered very severe and crude. These people who have never experienced better conditions, or who reject change, may have generally favorable attitudes toward existing conditions; therefore, they do not feel deprived or frustrated, nor are they likely to be led to violence because of these conditions.

The key point is that dissatisfied persons are vulnerable. They are more likely than satisfied fellow citizens to join or support an organization committed to a violent overthrow of the government.

Finally, modernization and development involve changes. Changes disrupt the traditional, usual ways of doing things and relating to the world in general. These changes can cause a great deal of stress in a society. A government should try to minimize the violence and destruction which may accompany change.

HIGHLIGHTS

A DEVELOPING NATION

- ☐ IS PROGRESSING FROM BEYOND A TRADITIONAL SOCIETY TOWARD A DEVELOPED NATION.
- ☐ IS UNIQUE IN THAT IT HAS ITS OWN HISTORY, CULTURE, AND GOALS.
- ☐ EXPERIENCES THE TURBULENT PROCESS OF ECONOMIC, SOCIAL, MILITARY, POLITICAL, TECHNOLOGICAL, AND PSYCHOLOGICAL CHANGE.

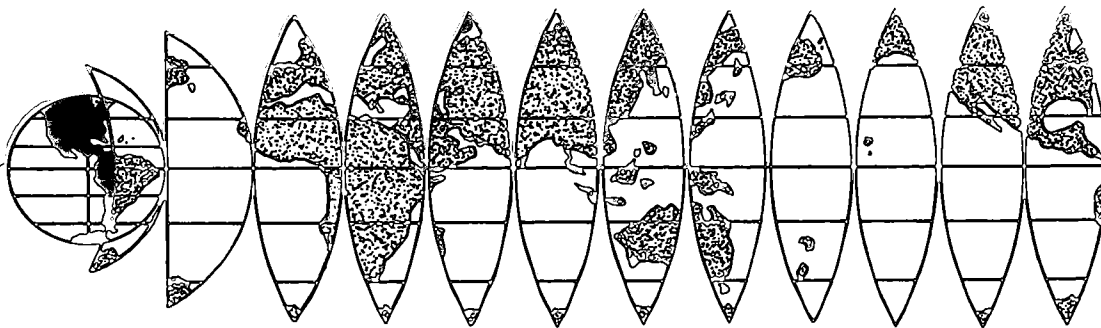
CONDITIONS IN DEVELOPING NATIONS INCLUDE

- ☐ DISRUPTION OF TRADITIONAL CUSTOMS AND VALUES.
- ☐ RISING EXPECTATIONS.
- ☐ INADEQUATE INDUSTRIAL, EDUCATIONAL, AND TECHNOLOGICAL BASE.
- ☐ RISING POPULATION GROWTH.
- ☐ RAPID URBANIZATION.
- ☐ DIVERSE ETHNIC, RELIGIOUS, AND MINORITY GROUPS.
- ☐ RELATIVELY LOW PER CAPITA INCOME.
- ☐ UNSTABLE POLITICAL SYSTEMS.



CHAPTER 3

INSURGENCY



SECTION 1 INTRODUCTION

Purpose

General

General Requirements for Insurgency

PURPOSE

This chapter provides a basis for understanding the general requirements for insurgency. It outlines the development, organization, and legal aspects of insurgency and factors to be considered when analyzing it. The Mass Strategy insurgent model describes the development and organization of insurgency (see section II). Based on case studies, it serves well as a general introduction to the study of insurgency. Many aspects of the complex organizational structure and operations of the Mass Strategy model can be related to other insurgent strategies.

GENERAL

Stated simply, insurgency is an attempt by an organized group to incite the population into forcibly overthrowing its existing government. The motivations of the organized group can be many and varied, but almost certainly, their goals include seizure of power. Although we prefer peaceful and legitimate change of power, insurgencies are not necessarily either adverse to or within the best interests of the United States.

Obviously, all insurgencies will not fit any clearly established pattern. Some are highly charged by religious or ethnic divisions and rooted in longstanding emotional issues. Some are motivated by objectives such as separatism, local autonomy, or economic issues. However, each insurgency can be better understood by examining it in light of the factors presented in this chapter.

GENERAL REQUIREMENTS FOR INSURGENCY

VULNERABLE POPULATION.

- There are conditions, as identified in chapter 2, that can affect a developing nation's ability to satisfy the wants of the populace. These conditions include a population expanding more rapidly than economic growth, drastically low

educational levels, inadequate technical skills and technological know-how, primitive agriculture, lack of investment capital, control of capital assets by foreign nations, lack of raw materials, a small or nonexistent industrial base, elites unwilling to share or give up any power, and an inefficient, sometimes corrupt, government.

□ A government's inability to respond to increasing needs may result in frustration and dissatisfaction among the people. Whether the dissatisfaction leads to conflict will depend upon factors such as the people's attitudes concerning the conditions, the nation's political and cultural traditions, the nation's past experience with political violence, and the degree of political participation by the populace.

■ Modernization brings problems. These problems can become more serious if there is a reluctance to change. This may result in groups developing hostilities toward each other and toward the government. If these hostilities become widespread, the populace becomes vulnerable.

DIRECTION AND LEADERSHIP. The mere existence of a vulnerable population will not begin an insurgent movement. There also must be direction and leadership, a leadership that can convince people that their problems are the government's fault. To provide general direction, the insurgent leadership uses a set of ideas that proposes solutions to the problems, promises a better future, and justifies violence.

LACK OF GOVERNMENT CONTROL. The national political climate also affects the chances of insurgent success. Even though a vulnerable population and an insurgent leadership element exist, a successful insurgency is not likely if the government has effective control throughout the country. How well a government is organized, its ability and willingness to suppress violence, its efficiency, and the extent of its control greatly affect the likelihood of an insurgency occurring and the chances of insurgent success if it does occur.

SECTION II

INSURGENT STRATEGIES

General
Strategies

GENERAL

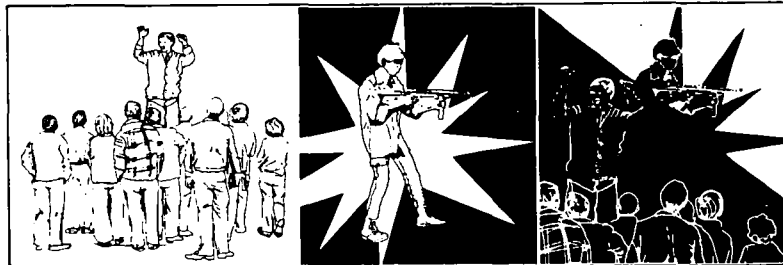
There are many strategies and techniques that insurgents can use in their attempts to gain political control of a nation. Regardless of the strategy pursued, however, each insurgency will become distinct, and insurgents will establish methods of operations to fit their situation and to meet their objectives.

Insurgent strategies and techniques can range from using mostly nonviolent means to using violence almost exclusively. In this manual, however, three generalized models are presented: Right, Left, and Mass Strategies.

The terms "Right" and "Left" used with two of these strategies do not refer to political conservatism or liberalism. The Right Strategy applies to that form which appears to operate legally within the established political system; there is **LITTLE EMPHASIS ON OPEN VIOLENCE**. In the Left Strategy, an effort is made to gain power almost **EXCLUSIVELY THROUGH VIOLENCE**. Mass Strategy uses both nonviolent and violent means and falls somewhere between the Right and Left Strategies.

Insurgencies seldom, if ever, fall precisely within one of these three categories. More likely the strategy will be modified from time to time to fit the situation. The insurgents may follow one strategy, switch to a second, and then to a third. Various aspects of each strategy may be followed locally so that on a national scale the insurgents appear to follow elements of all three at the same time.

STRATEGIES



Right Strategy.

- The Right Strategy is predominantly a political strategy whereby members of an insurgent organization infiltrate the society's political and social organizations. The insurgents then try to use these organizations to promote unrest. They use propaganda, sometimes accompanied by sabotage and terrorism, to discredit the government and influence the populace.
- This strategy emphasizes organization of party, control of mass organizations, and use of coalitions. Little emphasis is placed on development of armed elements.
- In its simplest form, this strategy entails the insurgent party's entry into a coalition with other political parties. To use the Right Strategy, the insurgent party must appear to function within a legal framework.

CHAPTER 3

- This strategy avoids violence as used by the Left and Mass Strategies. Organizations openly identifying with the insurgent party normally do not become involved in armed conflict.

- By secretly placing members of the insurgent group in existing organizations and by selective recruiting of key personnel, the insurgent can influence the organizations. If the insurgents can draw a number of these organizations into an alliance, the insurgent party can wield more political power. Its objective is to gain sufficient political support so that it can participate in a coalition government with other parties.

- Once in a position to challenge the government, the insurgents begin to make impracticable demands, agitate against programs of the government, and may secretly cause riots, strikes, terror, and other violent measures to discredit the government. The objectives of these activities, along with propaganda, are to produce a governmental crisis, increase the insurgent's power, and eventually take over the government.

Left Strategy.

- The Left Strategy attempts to create a revolutionary situation primarily through acts of violence. This strategy expects to create an environment wherein an incident can trigger a sudden uprising of the masses against the government. It expects a struggle of short duration. Organizationally, the insurgent prepares to carry out violence. With the insurgent party and armed elements becoming one, the top leadership has dual roles as political leaders and leaders of armed elements. Little, if any, attention is given initially to the formal development of mass organizations.

- Another version of the Left Strategy concedes the eventual necessity for mass organizations, but only after the guerrilla has exposed the government's vulnerability and gained sufficient strength to begin holding territory.

Mass Strategy.

- The Mass Strategy calls for a protracted conflict against the government with emphasis on organization of the masses.

- Organizationally, it emphasizes a complex party structure which uses mass civil organizations and armed elements to challenge the government.

- The insurgent party establishes a parallel governmental structure with which it tries to displace the existing government.

- A cellular organizational structure and a system of interlocking arrangements are used to control all aspects of the movement. Control mechanisms whereby party dominance is assured take various forms and may achieve a high degree of complexity. Figure 3-2 depicts the major organizational elements and control mechanisms of a mass insurgent organization.

■ The ultimate goal of the Mass Strategy is to establish a government controlled by the insurgent party. A military organization is considered essential for the ultimate success of this type strategy.

■ If an outright military defeat of the government is not possible, the Mass Strategy calls for a continuing effort to bring the population under control of the insurgent political structure which operates from a secure base while the established government is being rendered ineffective.

SECTION III DEVELOPMENT AND ORGANIZATION OF INSURGENCY

General

Phases of Insurgency

Organization for Insurgency

The Mass Strategy Organizational Model

Insurgency in an Urban Environment

GENERAL

US Army LIC doctrine is primarily concerned with insurgencies that use armed elements to carry out violence (e.g., Left Strategy and Mass Strategy type insurgencies) and that are therefore more likely to require the use of host government military forces. The doctrine is oriented toward defeating insurgencies that use the Mass Strategy, because these insurgencies are the most complex, and the most difficult to counter, and the most likely to cause a government to seek US assistance. An understanding of Mass Strategy type insurgencies will facilitate understanding other strategies.

PHASES OF INSURGENCY

Progression of insurgencies employing armed elements, especially the Mass Strategy, can usually be categorized into three general phases: Phase I, Latent and Incipient Insurgency; Phase II, Guerrilla Warfare; and Phase III, War of Movement.

FRAMEWORK. The above phases categorize the intensity of insurgent activities. They provide a general framework within which to consider IDAD activities that may be employed to defeat or prevent further escalation of insurgencies. Actually, actions

CHAPTER 3

that occur during progression of insurgencies are much more complex and detailed than the general description in this manual portrays.

FLEXIBILITY. The flexibility of the strategies which may be employed by the insurgents also characterizes the phases (or stages) through which insurgencies develop. Phases are merely general descriptions of the overall development of insurgencies. There is no clear line between phases; phases overlap. In addition, the type and intensity of insurgent activity may vary from one region of a country to another. If the government appears to be failing, insurgent leaders may decide to increase the intensity of activities; if host country operations are successful, insurgent leaders may reduce the intensity of activities. These will be strategic decisions which may affect the outcome of the insurgency. Likewise, the government will try to determine the level of insurgency and predict future activities, so that appropriate action may be taken.

ACTIVITIES. Described below are the activities of a Mass Strategy type insurgency categorized according to the three general phases. Psychological activities are emphasized during all phases of the insurgency and all actions are considered in light of their psychological implications.



■ **Phase I (LATENT AND INCIPIENT INSURGENCY).** This phase ranges from circumstances in which subversive activity is only a potential threat, latent or incipient, to situations in which subversive incidents and activities occur frequently and in an organized pattern. It involves no major outbreak of violence or uncontrolled insurgency activity. Following are possible insurgent activities during Phase I:

■ The insurgents, starting from a relatively weak position, plan and organize their campaign and select initial urban and/or rural target areas. Basic decisions regarding ideology are made and fundamental leadership relationships are determined.

■ Overt and covert organizations are established. If the insurgent party is illegal, the organizations may be entirely covert. If the party is legal, overt mass organizations may be established. A covert party organization will exist in either case.

■ Psychological operations are conducted to exploit grievances and raised expectations, to influence the populace, and to promote the loyalty of insurgent members.

■ The establishment of a shadow government begins.

■ Once the party is established to the extent that it can expend effort beyond its own organization, it concentrates on gaining influence over the population; on infiltrating government, economic, and social organizations; and on challenging the government's administrative ability.

■ Recruiting, organizing, and training of armed elements are emphasized during the latter part of this phase.

■ Attacks on police forces, other terrorist activities, and some minor military operations are carried out to gain additional influence over the population, or provide arms for the movement, and to challenge the government's ability to maintain law and order.

■ Groundwork is laid for extensive external materiel support which is essential in most cases for the expansion of the insurgency and its eventual success.

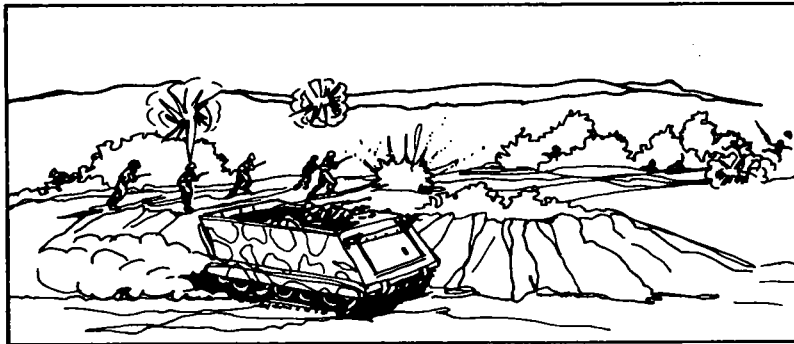


■ Phase II (GUERRILLA WARFARE). This phase is reached when the subversive movement, having gained sufficient local or external support, initiates organized guerrilla warfare or related forms of violence against the

CHAPTER 3

established authority. Following are examples of insurgent activities during Phase II:

- Activities initiated in Phase I are continued and expanded. Insurgent control, both political and military, over territory and populace is intensified.
- Guerrilla warfare is used on a larger scale, and limited defense is conducted in some geographic areas.
- An insurgent government is established in insurgent-dominated areas as the military situation permits. In areas not yet controlled, efforts are made to neutralize actual or potential opposition groups and to increase infiltration into government agencies. Intimidation through terror and threat of guerrilla action increases and thus becomes more significant.
- Militarily, the major goal is to control additional areas; the government is forced to strain its resources trying to protect everything at the same time. Insurgent forces attempt to tie down government troops in static defense tasks, interdict and destroy lines of communications, and capture or destroy supplies and other government resources.



■ **Phase III (WAR OF MOVEMENT).** The situation moves from Phase II to Phase III when the insurgency becomes primarily a war of movement between organized forces of the insurgents and those of the established government. Following are possible insurgent activities during Phase III:

- Activities conducted in Phase I and Phase II are continued and expanded.
- Larger units are used to fight government forces and to capture key geographical and political objectives which will assist in defeating government forces.
- If the insurgents defeat the military and the government collapses, the insurgents initiate consolidation activities. These activities may include removing potential enemies, establishing additional control mechanisms, and restructuring the society.

ORGANIZATION FOR INSURGENCY

Whether the insurgent movement pursues its objectives primarily by political activities or by violence, organization is critical to the insurgent. Regardless of the strategy, a structure will generally exist and will include:

- A party or control element to perform the centralized policymaking and supervisory function. The party will normally be compartmentalized to provide security against penetration by intelligence agencies.
- Mass civil organizations which serve to connect people with the party and through which the party can effect control and receive support of people, even though many of the people may not support all of the party's objectives.
- Either overt or covert armed elements, depending on which will best meet the insurgents' ends as they see the situation. Examples are guerrilla forces and terrorist elements.

THE MASS STRATEGY ORGANIZATIONAL MODEL

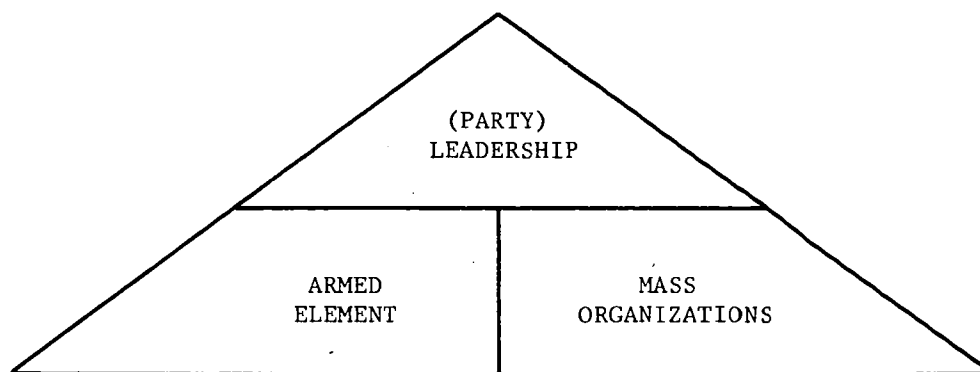


Figure 3-1. Simplified Organizational Model.

GENERAL. At the heart of every Mass Strategy-oriented insurgency is a tightly disciplined party. The party eventually controls military forces and mass organizations. It also controls "liberation" committees which parallel the country's existing government at the local, subnational, and national levels. These elements are interlocked organizationally to insure party control over their activities. Although the exact organizational relationship of the elements in one insurgency may vary from that in another, the interlocking arrangement with its high degree of centralized control will usually be used with the Mass Strategy. Figure 3-2 illustrates in some detail a type mass insurgent organization.

CHAPTER 3

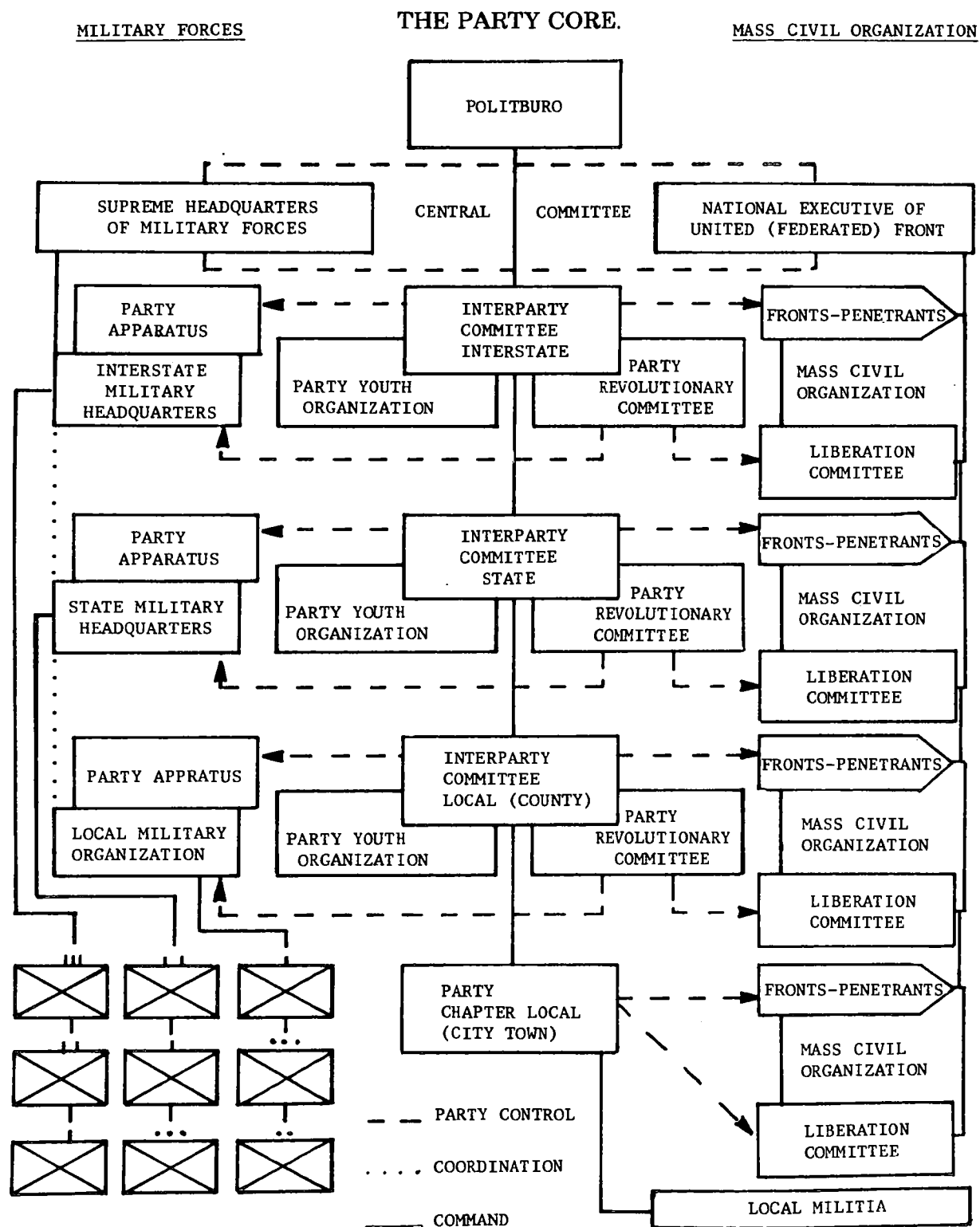


Figure 3-2. A Type Mass Insurgent Organization.

- The party cellular organization.

- The cell is the base of the mass insurgent party structure. A party member normally belongs to two or more cells - - the local party cell and one or more functional cells such as school, factory, or trade organizations. Parallel chains of command exist between the party structure and the various functional organizations. These party cells and functional cells often overlap.

- Party groups are normally created to control and coordinate the activities of two or more party cells. Each party group, in turn, is responsible to a higher office known as the interparty committee. This committee is responsible to its counterpart committee at the next higher political echelon. The chain of command within the overall party structure is from the central committee at national level down through each interparty committee at national, subnational, and local level.

- The party committee system.

- Although all authority stems from the cellular party organization, functional committees carry out the party's day-to-day activities. The primary organization used for this purpose is the party executive committee, often termed the party revolutionary committee. These committees normally exist at national, subnational, and local levels. Functional cells perform their tasks under the direction of local committees. At national level, control is exercised by the secretariat of the central committee.

- At each political level, the party core cellular organization and its counterpart revolutionary committee are interlocked. All MEMBERS of the revolutionary committee are concurrently PARTY MEMBERS and belong to a cell in the party organization.

- A party youth organization is another parallel structure and is an indispensable affiliate of a party. Members engage in many of the activities conducted in an insurgency and acquire experience in party work. This prepares them to enter the core of the organizational apparatus when they are eligible.

MASS ORGANIZATIONS.

- Mass organizations are one of the primary means used by the insurgents to achieve control and influence over the population. The insurgents exploit these organizations for intelligence, logistics, and recruiting requirements. The aim is to use these organizations to recruit into the service of the party a great many individuals, some of whom will be unaware they are serving the party cause.

- There are three types of organizations - - popular organizations, special interest groups, and local militia.

- Popular organizations are the most important of the mass

CHAPTER 3

organizations in that they are generally large and organized on a nationwide scale. They have committees at the national, subnational, and local level.

- Special interest groups are oriented to special issues. They have a smaller range of interests than popular organizations.

- The local militia is considered an element of the mass civil organizations. Its task is to isolate the population from government control. The local militia is not normally in the military chain of command. It has three distinct paramilitary elements: the self-defense force, the combat guerrilla unit, and the secret guerrilla unit.

The self-defense force normally is organized, trained, and employed for the defense of communities and other insurgent facilities, whereas the guerrilla force is the local instrument for inflicting damage on the government and for gaining and maintaining population control.

The combat guerrilla unit is used by the party to support insurgent military forces or is used independently to conduct small operations.

The secret guerrilla unit is used primarily to enforce the will of the party in a given area. It is composed primarily of party members.

THE MILITARY FORCES.

- The military forces are but one of several instruments through which the party seeks to achieve power. Mass Strategy insurgency allows for military reverses and the possible need to retrench, restructure, or even temporarily disband its military forces should government strength prove overwhelming. Party strategy is based on the assumption that as long as the party core and the mass civil organizations remain intact, the military forces can be reactivated or replenished. However, without the party nucleus and mass civil organizations base, the movement cannot succeed.

- Mass insurgent military forces fall into two classes -- main forces and regional forces. The main force is normally a body of well-trained soldiers and a highly motivated, elite fighting group. Deployable where needed, the main force usually is controlled at the national level. The regional force is made up predominantly of indigenous personnel recruited directly from the mass civil organizations or promoted from the ranks of the local militia. The regional forces normally confine their operations to a specific region or state (province).

INSURGENCY IN AN URBAN ENVIRONMENT

The preceding information concerning insurgent organization and strategies generally applies to both rural and urban areas. However, there are conditions in urban areas that require special consideration. This paragraph describes urban operations from an insurgent point-of-view.

The following factors tend to support insurgent operations in urban areas.

- There are a large number of people who are potential participants in insurgent-sponsored activities such as protest demonstrations, riots, and logistical support.
- There are many services, supplies, facilities, and skilled personnel critical to the insurgent, and a system can be easily developed to provide the armed insurgent with necessary logistical support - - food, clothing, ammunition, and weapons.
- There is a large target audience for propaganda.
- There are contact points for foreign support, for international and national press, and for political maneuvering.
- Contacts can be made with potentially friendly foreign powers.
- A degree of safety exists because of the anonymity inherent in a large city.
- Built-up areas can serve as fortifications and convenient escape routes.
- There are sources of antigovernment intelligence.
- The vulnerable systems of communications, transportation, water, electricity, production, and distribution are targets for insurgent activity.
- Police forces cannot cope with insurgent activities.

The following factors tend to hinder insurgent operations in urban areas:

- Urban areas are normally the points of greatest government strength, and the insurgents are surrounded by masses of potential government informants.
- Insurgents are required to operate under the constraints and threats implicit in curfews, checkpoints, and other governmental populace and resources control measures.
- Insurgent terrorism may get out of hand and thereby cease to serve the overall strategy.
- High level insurgent leaders tend to be more vulnerable.
- There is usually a concentration of influential individuals who have a vested interest in maintaining the existing political, economic, and social structures.

SECTION IV LEGAL STATUS OF INSURGENCIES AND INSURGENTS

General

Treatment of Prisoners

GENERAL

Insurgency occurs within a particular state when revolutionaries who have banded together for political reasons attempt to displace the established government by force. An insurgency attains belligerent status under international law when it meets the requirement for civil war (see glossary).

Under international law, another country is permitted to assist an established government threatened by an insurgent movement; however, as a general rule, another country is NOT permitted to assist the insurgents.

TREATMENT OF PRISONERS

Under the 1949 Geneva Convention Relative to the Treatment of Prisoners of War, captured guerrillas who meet the criteria for and are accorded belligerent status must be accorded prisoner-of-war status.

Insurgents usually cannot meet the criteria for belligerents. Historically, insurgency has been accorded little international legal status because the condition had no status in international law before 1949. The Geneva Conventions of 1949 gave cognizance to an "armed conflict not of an international character" - - essentially, insurgency. The Conventions furnish protection to captives of these conflicts by prohibiting - -

- Violence to life and person; in particular, murder of all kinds, mutilation, cruel treatment, and torture.
- Taking hostages.
- Outrages upon personal dignity; in particular, humiliating and degrading treatment.
- Passing sentences and carrying out executions without previous judgment pronounced by a regularly constituted court that affords all the judicial guarantees considered indispensable by civilized peoples.

BASIC US POLICY for the treatment of insurgents held in US Army custody during FID operations requires and directs that they be accorded humanitarian care and treatment from the moment they are detained until they are released or repatriated. The observance of this policy is fully and equally binding upon US personnel whether they are the capturing troops, custodial personnel, or serve in some other capacity. This policy also applies to all detained or interned personnel. It applies whether they are known to or suspected to have committed acts of espionage, sabotage, terrorism, or other serious offenses of a war crimes nature. The punishment of such persons is adjudicated and administered only under due process of law and by legally constituted authority. Inhumane treatment, even under stress of combat and with deep provocation, is a serious and punishable violation under international law and the US Uniform Code of Military Justice.

It is likely that PROTOCOLS ADDITIONAL TO THE GENEVA CONVENTIONS OF 1949 will afford greater protection to civilians participating in "internal conflict." It is expected that the United States will ratify these Protocols which were adopted in 1977. ✓

HUMANITARIAN REASONS ARE REASON ENOUGH to treat all captured or detained persons humanely. In combating an insurgency, IT IS ESSENTIAL that humane treatment be accorded these persons and that laws be scrupulously observed to demonstrate government concern for the individual. Improper treatment of these persons would serve the enemy's cause.

SECTION V ANALYSIS OF INSURGENCY

General

GENERAL

Although there may be commonalities among insurgencies in developing nations, each insurgency exhibits certain characteristics, methods of operation, and techniques that are unique to the country and area in which it is operating. The information presented in pages 29 through 31 will assist in identifying general subject areas that should be considered during the analysis of insurgencies. Examination of the following factors, among others, will assist in providing insight into an insurgency's existence, level of activities, and potential for success.

VULNERABLE POPULATION. Who are the vulnerable elements in the population? What issues concern them? Are they subject to insurgent exploitation? Are they

CHAPTER 3

organized? What is their size, density, distribution, and potential for influencing the political system? Are there established mechanisms for the consideration for political dissent?

INSURGENT LEADERSHIP. Does an insurgency in fact exist? Is the leadership clearly defined or do competing factions exist? Is the insurgency affiliated with any political, labor, student, or social organizations? What is the philosophy of the leadership?

STRATEGY. What is the insurgent strategy? Is there an identifiable pattern of insurgent activities? Does the insurgent organization function primarily within the established political system or in open competition with it? What activities are being conducted by the insurgent movement?

ORGANIZATION. Is the insurgency linked to a racial, religious, ethnic, or regional base? Does the insurgent organization function through predominantly legal means or clandestine operations? What and who constitute the organizational elements of the movement?

GOVERNMENT CAPABILITY. Is the government well organized and does it operate with reasonable efficiency to produce popular support? Does it take steps to lessen national problems and effectively combat the varying level of insurgent activities? Does the nation possess an adequate police force capable of maintaining the law and order necessary for internal development efforts? Can law and order be maintained in the face of an organized insurgent threat? Can the armed forces adequately cope with an escalated insurgent threat?

EXTERNAL INFLUENCE. What degree of support has been offered by foreign powers and accepted by the insurgents? Are there indications of future international alignment, assuming the insurgency is successful under the current leadership?

HIGHLIGHTS

INSURGENCY REQUIRES THE FOLLOWING MAJOR ELEMENTS:

- ☐ VULNERABLE POPULATION.
- ☐ DIRECTION AND LEADERSHIP ELEMENT.
- ☐ LACK OF GOVERNMENT CONTROL.
- ☐ VARYING COMBINATIONS OF THE ABOVE STRATEGIES.

THREE PHASES OF INSURGENCY

- ☐ PHASE I (LATENT AND INCIPIENT) EXTENDS THROUGH PERIODS WHEN ORGANIZED SUBVERSIVE INCIDENTS ARE FREQUENT, BUT THERE ARE NO MAJOR OUTBREAKS OF VIOLENCE AGAINST THE ESTABLISHED AUTHORITY.
- ☐ PHASE II (GUERRILLA WARFARE) IS REACHED WHEN THE SUBVERSIVE MOVEMENT HAS GAINED SUFFICIENT LOCAL OR EXTERNAL SUPPORT AND CAN INITIATE ORGANIZED GUERRILLA WARFARE OR RELATED FORMS OF VIOLENCE AGAINST THE ESTABLISHED AUTHORITY.
- ☐ PHASE III (WAR OF MOVEMENT) DEVELOPS WHEN THE INSURGENCY BECOMES PRIMARILY A WAR OF MOVEMENT BETWEEN ORGANIZED FORCES OF THE INSURGENTS AND THOSE OF THE ESTABLISHED AUTHORITY.

INSURGENT ORGANIZATION

- ☐ PARTY.
- ☐ MASS CIVIL ORGANIZATIONS.
- ☐ ARMED ELEMENTS.

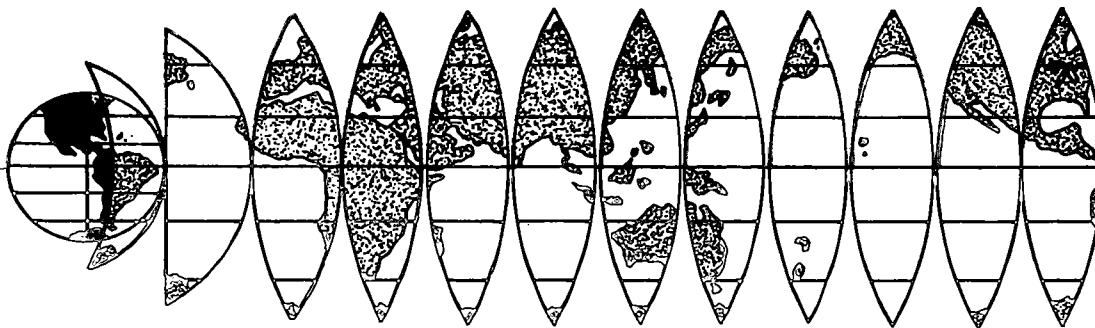
INSURGENT STRATEGIES INCLUDE:

- ☐ THE LEFT STRATEGY, KNOWN AS THE "STRATEGY OF VIOLENCE."
- ☐ THE RIGHT STRATEGY, KNOWN AS THE "LEGAL" APPROACH.
- ☐ THE MASS STRATEGY OF PROTRACTED CONFLICT.



CHAPTER 4

HOST COUNTRY INTERNAL DEFENSE AND DEVELOPMENT CONCEPTS AND DOCTRINE



SECTION I INTRODUCTION

Purpose

General

PURPOSE

This chapter presents concepts and doctrine for host country internal defense and development (IDAD) strategy, planning, organization, and policy guidance. Although the concepts and doctrine are oriented primarily against the Mass Strategy, the principles will generally apply to countering other insurgent strategies.

GENERAL

The fundamental thrust of IDAD doctrine is toward preventing insurgencies from escalating to where they present a major threat. Prevention is accomplished through forestalling and defeating the threat posed by insurgent organizations and by working at correction of conditions that prompt violence. Should insurgency occur, emphasis is placed on holding down the level of violence. The population must be mobilized to participate in internal defense and development efforts. Together, internal defense and internal development form an overall strategy for prevention or defeat of insurgency.

INTERNAL DEFENSE is the full range of measures taken by a government to free and protect its society from subversion, lawlessness, and insurgency. It is designed to provide an atmosphere of internal security and relative peace within which development can take place. The amount of emphasis on internal defense will vary with the intensity of insurgent operations and the extent of the insurgent's influence.

INTERNAL DEVELOPMENT is those actions taken by a nation to promote its growth by building viable institutions - - political, economic, military, and social - - that respond to the needs of its society. Internal development programs, carefully planned and implemented, and properly publicized, can serve the interests of population groups and deny exploitable issues to the insurgents.

SECTION II INTERNAL DEFENSE AND DEVELOPMENT STRATEGY

Concepts
IDAD Strategy

CONCEPTS

IDAD strategy involves the art and science of developing and using the political, economic, psychological, and military powers of a government, including all police and internal security forces, to prevent or defeat insurgency. The US concept is based on the strategy of simultaneous internal defense and internal development programs. The primary objective under this strategy normally will be a level of internal security which will permit economic, political, and social growth through balanced development programs. It is directed toward both the populace and insurgent.

THE POPULATION. Working at correcting the conditions that insurgents can exploit to promote an insurgency must be part of the national strategy. The police and military may help in winning the confidence of the people by providing security, but their efforts must be accompanied by positive economic, social, and political actions to improve the lot of the populace. This may require programs to meet the need of particularly vulnerable groups of people. However, economic, political, and social changes by their nature may promote unrest. Therefore, the strategy must include measures to maintain conditions under which orderly development can take place.

- The populace can be mobilized on behalf of the government when the people are reasonably secure from insurgent pressure. Unless the people know they will be protected from the insurgent, their response to government programs will be cautious and reluctant.
- The resources and capabilities available will seldom permit addressing all needs of all the people at once. Problems must be carefully analyzed and priorities established objectively.
- The process of integrating the populace of a country into a society that enables people to work together to achieve their goals is known as institutional development. This kind of development is concerned with promoting organizations at the community level which involve the local people. Linking national and local community groups provides the two-way communication which is essential for mobilizing popular support for national objectives.
- In a general sense, institutional development involves establishing new institutions where none exist to meet needs; strengthening or modifying existing institutions; and eliminating certain institutions which are counterproductive from the standpoint of national unity.
- Of primary importance is the development at the community level of groups of people (organizations) which participate in developing and identify with the goals of the nation.

- The activities may often have to be inspired or directed by assistance from government agencies.



- At the same time that organizations are being promoted at the community level, these organizations and programs must be developed at each level of government. Linking organizations together from lowest to highest levels provides the government with a basic structure through which it can receive "grassroots" inputs into national programs. Moreover, it binds groups of people together in organizations through which they can, by cooperative effort, satisfy their needs.

- The existence of these "institutions" will provide channels of communications by which the government can exert influence and be influenced.

- NOTE: The needs of people are not always easy to determine. Establishment or elimination of institutions must be acceptable to the local people and based on decisions of local leaders.

THE INSURGENT. National strategy must provide for isolating the insurgents from the population, both physically and psychologically, thereby denying them personnel, materiel, and intelligence support. Psychological operations are a large part of this strategy.

- A major consideration of national strategy is eliminating or neutralizing the insurgent leadership and the insurgent organization. Successfully attacking the leadership results in elimination of centralized direction and control, fragmentation of the insurgent infrastructure, disunity, and the eventual destruction of the insurgent organization.

- Also of prime importance in forming a national strategy is the defeat of insurgent tactical forces. Pressure on these forces is maintained through tactical and police operations to inflict casualties, destroy supplies and equipment, and lower morale.

- The inclusion of psychological operations (PSYOP) in the national strategy cannot be overemphasized. The insurgent leadership and organization must be thoroughly discredited with the population, otherwise they will

disappear underground to surface again. PSYOP actions, themes, and messages must also be directed at the individual insurgents and offer an honorable reason to surrender or at least get them to leave the insurgent movement.

IDAD STRATEGY

GENERAL. IDAD, as discussed in conceptual terms on page 46, may be placed in useful perspective by viewing IDAD strategy as being composed of three interdependent components: balanced development, mobilization, and neutralization.

- **Balanced development** attempts to achieve national goals through balanced political, social, and economic development. It includes activities to alleviate frustration by providing opportunities to individuals and groups within the society.
- **Mobilization** includes all activities to motivate and organize the populace in support of the government through IDAD programs as well as activities to protect the populace from insurgent actions.
- **Neutralization** includes all lawful activities to disrupt, disorganize, and defeat an insurgent organization.

COMPONENTS OF IDAD STRATEGY. In developing specific IDAD programs, the above components -- balanced development, mobilization, and neutralization -- can be used as bases for programs that are available in some degree to all governments. Insurgency may be prevented or defeated by visible balanced development that provides individual and group opportunities; by adequate detection, surveillance, and subsequent neutralization of the insurgent organization; and by organizing and channelizing the populace and materiel resources into positive, constructive development programs.

CONSTRAINTS. All governments operate within constraints. Some governments, perhaps many, do not have the resources, popular support, or administrative capability to pursue large-scale IDAD programs. Such governments should pursue balanced development, mobilization, and neutralization as long-range goals and implement limited programs toward their attainment.

BALANCED DEVELOPMENT. Conditions that contribute to insurgency must be recognized and preventive measures initiated early. In support of this concept, internal development programs should promote advances in the economic, sociological, and political fields which tend to bring overall development in balance. These programs should provide opportunities for all groups to share in development. Recognizing and working toward correcting the conditions which render a society vulnerable is the long-term solution to the problem of insurgency.

MOBILIZATION. The objective of mobilization is to organize and mobilize the populace in support of the government. Mobilization will provide organized manpower and materiel resources for internal defense and internal development programs. If successful, mobilization maximizes the availability of manpower and other resources to the government and minimizes those available to the insurgent. It also gives the government an opportunity to reinforce existing institutions and to

develop new institutions which will respond to the needs of the people and will promote the legitimacy of the government. The government's ability to mobilize manpower and materiel resources and motivate its people is related to its administrative and management capabilities. Most developing nations must try to improve their administration and management as part of the IDAD effort.

NEUTRALIZATION. Neutralization of insurgent organizations is decisive. It is the task of internal security organizations. It includes all lawful activities to discredit, disrupt, disorganize, and defeat an insurgent organization. Its primary target is the leadership and control element of the insurgent movement. Neutralization can take many forms and can vary from public exposure and discrediting of the leaders during a low level of insurgency when little political violence has taken place -- to arrest and prosecution when laws have been broken -- to combat action when the insurgency escalates. All efforts to neutralize the insurgent organization should be conducted within the legal system of the country, and constitutional provisions regarding rights and responsibilities should be scrupulously observed. **THE NEED FOR SECURITY FORCES TO ACT LAWFULLY AT ALL TIMES IS NOT ONLY HUMANITARIAN - IT IS ESSENTIAL.** Special emergency powers, if granted by legislation or decree, must not be abused if popular support -- so essential to winning against an insurgency -- is to be maintained. Balanced development will contribute to neutralization by satisfying legitimate grievances which the insurgents attempt to exploit. Denying the insurgents legitimate issues discredits their propaganda and leaders.

SECTION III PLANNING GUIDANCE

General

Internal Development Planning

Internal Defense Planning

Military Plans

GENERAL

IDAD programs are based on overall national IDAD strategy. Planning is facilitated in those developing nations which have adopted central planning to promote rapid modernization and economic development. Planning should integrate all IDAD programs, to the extent possible, into an overall plan. Programs designed to correct those conditions contributing to an insurgency will thus complement operations to defeat insurgent organizations. Programs planned at the national level provide the basis for IDAD activities at subnational levels (region, state, local). The planning

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activities at the lower levels should contribute to national plans and the achievement of national objectives. Planning provides for integrated and area-oriented execution by civil and military agencies.

PLANNING CONCEPTS.

- A national IDAD plan should be prepared by the government to set forth objectives and broad, general guidance concerning priorities of effort, budget limitation, and resource allocation. This plan should include both short and long-range goals and should be reviewed and updated on a periodic, scheduled basis. It must include sufficiently detailed and comprehensive guidance so that it can be used for subsequent national level planning and can be a basis for planning at regional, state, and local levels. Various government departments and agencies whose resources and capabilities will be used in implementing the national plan should have supplemental plans to support it. These supplemental plans should provide specific programs and describe how these programs will be carried out.

- The national plan is based on objectives and an IDA estimate. (Appendix E is a suggested format for an estimate.) The estimate considers the insurgent threat, vulnerable elements of the population, and the current situation. National plans must be based on realistic assessments of local conditions, resources, and the needs and desires of the people.

- IDAD plans should be developed at all political subdivisions of a nation based on national priorities, the conditions in each particular area, and higher level plans. Representatives of governmental departments and agencies at each level assist in preparing the plan by developing programs and projects relative to their areas of responsibility.

- Campaigns may be developed at national or subnational levels to implement a series of IDAD operations based on the national and subnational plans. Campaigns are characterized by a given time frame, a specified area, and specific objectives. They may include one or more of the following objectives:

- Implementation of development programs.
- Establishment of control in populated areas.
- Defeat of insurgent tactical forces.
- Destruction of insurgent base areas.
- Establishment of government strength and authority in selected areas.

PLANNING TASKS. It is important to insure that internal defense and internal development activities are molded into a unified strategy to attain national objectives. Some of the more significant planning tasks include:

- Developing appropriate objectives and establishing priorities.

- Examining the structure of government to insure the existence of mechanisms to effectively implement internal defense and internal development plans.
- Estimating costs for procurement and operations.
- Examining conscription laws and procedures and their ability to insure adequate numbers of personnel.
- Examining existing laws to determine their adequacy to protect the populace and provide the controls required.



PLANNING ORGANIZATION. The composition of the planning organization will vary with the degree of mobilization required. In latent insurgency situations, the existing government structure may be adequate to plan and coordinate IDAD activities. In advanced phases of insurgency, planning and coordination may require the establishment of IDAD coordinating centers at national and subnational levels. IDAD coordinating centers are not intended to replace or to perform the functions of government agencies but to provide focal points for planning and coordinating the IDAD effort. Pages 58 through 62 discuss IDAD coordination organizations.

INTERNAL DEVELOPMENT PLANNING

Internal development planning outlines specific programs to be undertaken by a government to **IMPROVE** economic, social, and political conditions and to **CREATE FAVORABLE ATTITUDES** among the people concerning these conditions. It also outlines the objectives to be attained and the policies and strategies to be used in achieving them.

OBJECTIVES. Objectives of internal development planning include:

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- Identifying conditions that provide a potential for internal conflict.
- Defining objectives and establishing priorities.
- Determining actual and potential economic, social, and political resources and estimating their ability to attain internal development objectives.
- Selecting means to mobilize the populace and resources for the attainment of objectives.
- Providing a basis for the allocation of limited resources.
- Providing training in public administration and development techniques for all levels of government.
- Insuring coordination and consistency of operations of different government departments and private groups.
- Providing adequate security for the populace and an environment within which developmental operations can be conducted.

CONCEPTS. Internal development planning is coordinated and supervised by a national level organization. This organization must consider the strengths and weaknesses of the existing economic system and attempt to improve the economy. To be fully effective, planning should:

- Stimulate private participation in the development process.
- Provide for private business to receive an appropriately large share of limited resources to further economic expansion.

PROGRAMS. The more highly organized the society, the more likely it is to achieve the objectives of internal development programs. Through organizations and the institutions they promote, the people can become better unified in support of national programs to improve political, economic, and social conditions. In planning and executing a development program, governments may have to establish, supervise, and operate activities and organizations which mobilize the populace and contribute to development. These activities and organizations may include:

- **POLITICAL.**
 - Discussion groups.
 - Voting apparatus.
 - Establishing political parties.
 - Enacting laws that support national objectives.
 - Broadening the bases of political power through education and health programs.

■ SOCIAL.

- Public health programs.
- Public education programs and facilities.
- Specialized training programs.
- News media.
- Civil service system.
- Civic organizations.
- Crime prevention programs.
- Youth programs.
- Recreational programs.
- Community relations programs.

■ PSYCHOLOGICAL.

- Training and indoctrination programs.
- Information programs.
- Pictorial campaigns.
- Motion picture service.
- Ceremonies and contests to assemble people for orientation.

■ ECONOMIC.

- National development bank.
- Industrial development company.
- Housing authority.
- Water resources authority.
- Customs authority.
- Land development authority.
- Electric power corporation.
- Transportation authority.

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- Food distribution authority.
- Medical authority.
- Vocational and technical training programs.

OTHER INTERNAL DEVELOPMENT FACTORS. Measures important in host country internal development planning include:

- Recognizing the needs, expectations, and goals of the people and the appropriate government response.
- Recognizing the proper relationship between official and private organizations and the need for "feedback" between them.
- Planning for the participation of nongovernmental personnel, organizations, and groups.
- Determining the impact of internal defense activities on internal development.
- Coordinating internal defense and internal development plans in an overall nation-building program.
- Phasing internal development to insure coordinated action and availability of personnel and materiel. For example, personnel must be recruited and trained before work can begin.

INTERNAL DEFENSE PLANNING



Internal defense planning is based on knowledge of the threat; operational environment; national objectives, organization, and requirements; and other plans. Planning at all levels involves close coordination between the military and civilian

community. When Free World nations will provide assistance to host country forces, plans must provide for integration of this assistance.

OBJECTIVE. The objective of internal defense planning is to provide for the most efficient employment of defense resources to support both internal defense and internal development programs. The national plan provides guidance for long-range objectives, whereas lower level plans are concerned with short-range objectives.

CONCEPT. Before and during Phase I, internal defense planning emphasizes military civic action in support of internal development programs. During Phases II and III, internal defense planning emphasis is on the insurgent tactical threat. Internal defense planning should:

- Be responsive to nationally established priorities of resource allocation and must be closely coordinated with internal development planning.
- Provide an organizational structure that will facilitate coordination and implementation of all plans.
- Anticipate insurgent activities and prepare to meet them offensively to seize the initiative.
- Attempt to prevent the escalation of violence.

OTHER INTERNAL DEFENSE PLANNING FACTORS. The following factors should be recognized:

- Internal defense operations should be oriented on control of priority areas.
- Organization should provide for clear division of responsibility and lines of authority. Areas of responsibility must be clearly defined.
- Plans should provide for training all internal defense forces and all coordinating staffs.
- Objectives are not only limited to neutralization of enemy forces, but are also heavily oriented toward securing and gaining support of the population.
- Combat power must be applied in a manner that serves to reduce the overall scope, intensity, and duration of the insurgency. In particular, combat power must be applied selectively in order to minimize noncombatant casualties. "Minimum essential force" must be the guide.
- The commander must consider the psychological impact of his military operations. He should not sacrifice important long-range political objectives for temporary tactical gains.
- Close attention must be paid to political, economic, social, and psychological factors as well as military factors. Estimates are based on a detailed analysis of the areas of operations.
- Staffs must anticipate the time involved in gaining approval for unit plans

and allow enough time to process these plans at higher, lower, and adjacent levels.

- The tactical situation permitting, host country combat support and combat service support forces (such as engineers, medical, signal, and intelligence) should be used to support internal development.
- Plans for all military operations should consider the roles and capabilities of police, internal security, and paramilitary forces.
- Tactical operations are oriented on the enemy and his base areas, but they also must consider internal development operations.
- Administrative and logistical support plans must be prepared for both routine and emergency operations.
- Contingency plans must provide for the reinforcement of military forces at lower levels when necessary.

MILITARY PLANS

This paragraph is oriented toward Army planning; however, the principles provided generally apply to all security forces. The military plan to the national IDAD plan should be prepared by the host country defense establishment. It should include annexes for each of the armed services and contain information of the plans for paramilitary and any self-defense forces (see appendix F for an outline). The Army's portion of the plan is referred to as the Army IDAD operations annex (see figure 4-1). The annex should include all the resources and effort to be expended. Logistic considerations should be integrated into each appendix. The annex should have appendixes on the following operations:

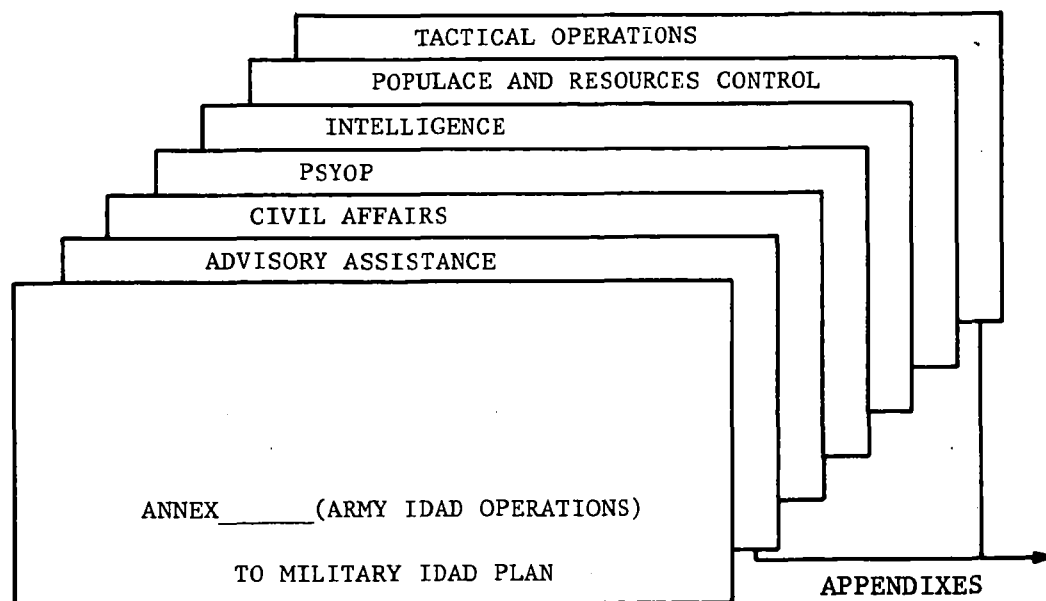


Figure 4-1. Army IDAD Operations Annex.

■ **INTELLIGENCE.** This appendix contains the intelligence assets available and the guidance necessary to collect, process, and disseminate intelligence concerning the insurgent, weather, terrain, and population. It also provides guidance to those counterintelligence activities necessary to minimize insurgent espionage, subversion, and sabotage. The intelligence appendix should also include intelligence requirements and information pertinent to PSYOP, civil affairs, and communications security (COMSEC) monitoring and support.

■ **PSYCHOLOGICAL OPERATIONS.** This appendix prescribes the military PSYOP missions, objectives, roles, and the PSYOP resources required. It categorizes the target audience and prescribes the themes. It is based on the host country national PSYOP plan and objectives.

■ **CIVIL AFFAIRS.** This appendix considers relationships between the military, civil authorities, and the people. In addition to helping the commander meet his legal and moral obligations, it focuses on programs designed to provide assistance to civil authorities and helps to organize and motivate the people to support internal defense and internal development projects.

■ **POPULACE AND RESOURCES CONTROL.** This appendix provides for the employment of resources and implementation of measures necessary to preserve or reestablish a state of law and order. It includes detailed information on support of IDAD operations on such activities as protecting lines of communication (LOC), severing relations between the insurgent and the population, amnesty and rehabilitation, law enforcement, and border operations.

■ **TACTICAL OPERATIONS.** This appendix considers all aspects of organizing, equipping, training, and directing security forces in tactical operations. The objectives of tactical operations are to destroy insurgent tactical forces and their bases and establish a secure environment within which internal development is possible. This appendix also considers the impact of tactical operations on military nontactical operations and civilian operations being conducted to achieve IDAD objectives.

■ **ADVISORY ASSISTANCE.** This appendix describes the activities of the Army in training and supporting self-defense forces and other paramilitary organizations which may be one basis of IDAD mobilization. It also includes advice and assistance to other governmental agencies and local governmental officials.

The Army IDAD operations annex at all levels should:

- State objectives clearly.
- Be based on a careful assessment of available personnel and materiel resources.
- Consider social, cultural, political, and psychological forces stimulating or obstructing the attainment of military objectives.

- Be based on a selected course of action which considers the impact on other interrelated economic, political, military, and social factors.

SECTION IV ORGANIZATIONAL GUIDANCE

General

Organizational Concepts

National-Level Organization

Subnational-Level Organization

Civilian Advisory Committees

GENERAL

This section provides concepts concerning host country organization for coordinating, planning, and conducting IDAD activities. It presents examples of national and subnational type organizations to illustrate the principle of achieving a coordinated and unified IDAD effort at each level within a nation.

ORGANIZATIONAL CONCEPTS

The organization should be structured and chartered so that it can coordinate and direct the IDAD efforts of existing governmental agencies, yet not interfere with those agencies' normal day-to-day functions.

The organizational structure will vary from country to country in order to adapt to the particular conditions existing. It should follow the established political organization of the nation. The organizational structure should provide centralized direction and permit decentralized execution of IDAD activities.

NATIONAL-LEVEL ORGANIZATION

The national-level organization is concerned with planning and coordinating programs. The major offices normally correspond to branches and agencies of the national government concerned with IDAD problems. Figure 4-2 depicts a type of IDAD planning and coordination organization that may be established at the national level.

PLANNING OFFICE. This office is responsible for long-range plans for IDAD. These plans provide the chief executive with a basis for delineating authority, establishing responsibility, designating objectives, and allocating resources.

ECONOMIC, SOCIAL, PSYCHOLOGICAL, INFORMATION, AND POLITICAL AFFAIRS OFFICES. These separate offices - - elements representing their parent national-level branches or agencies - - develop operational concepts and policies for inclusion in the national plan.

POPULACE AND RESOURCES CONTROL OFFICE. This office develops programs, concepts, and plans and provides general guidance on the operations of all forces in the security field. It is staffed mainly by representatives of branches of government concerned with law enforcement and justice.

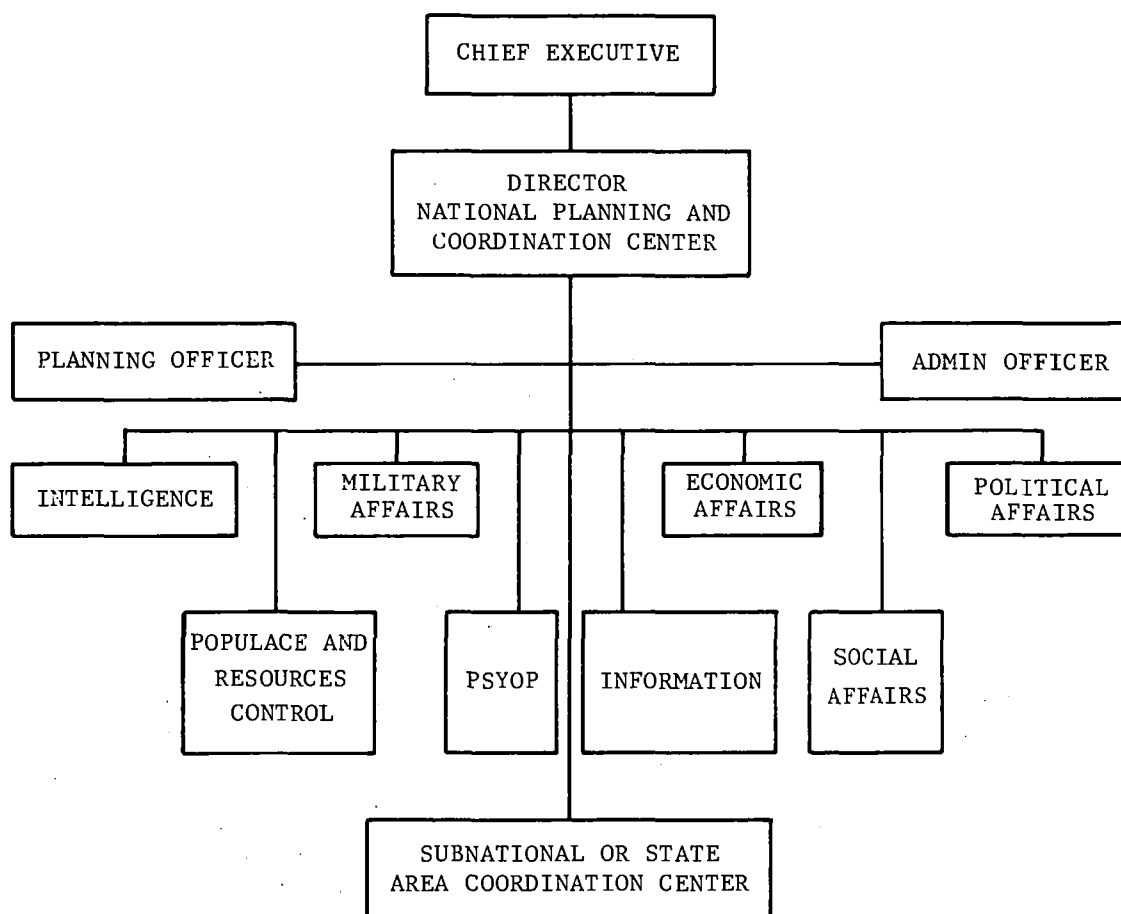


Figure 4-2. Type IDAD Planning and Coordination Organization.

INTELLIGENCE OFFICE. This office develops concepts, directs programs, and plans and provides general guidance on intelligence related to national security. It also coordinates intelligence production activities and correlates, evaluates, interprets, and disseminates intelligence. It is staffed mainly by representatives from intelligence agencies, police, and military intelligence.

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MILITARY AFFAIRS OFFICE. This office develops and coordinates broad, general plans for the mobilization and allocation of armed and paramilitary forces.

SUBNATIONAL-LEVEL ORGANIZATION

Area coordination centers (ACC) may be established as combined civil-military headquarters at subnational, state, and local levels. These centers are responsible for planning, coordinating, and exercising operational control over all military forces and government civilian organizations within their respective areas of jurisdiction. The ACC does not replace unit tactical operations centers or the normal government administrative organization in the area of operations.

MISSION. ACCs perform a twofold mission: they provide integrated planning, coordination, and direction of all internal defense and internal development effort; and they insure immediate, coordinated response to operational requirements. The ACC normally should establish a capability for 24-hour a day operations and communications.

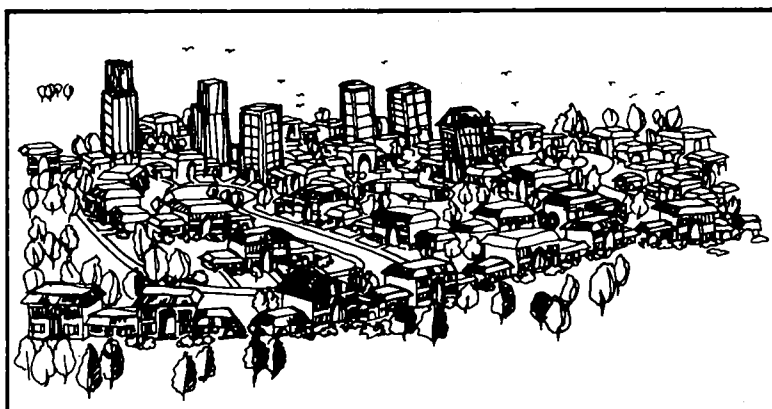
ORGANIZATION. The ACC is headed by the senior governmental official who supervises and coordinates the activities of the staffs responsible for formulating IDAD plans and operations within their separate areas of interest. These staffs normally are composed of selected representatives of major forces and agencies assigned to, or operating in, the center's area of responsibility. The ACC should include members from the:

- Senior area military command.
- Senior police agency.
- Local and national intelligence organization.
- Public information and PSYOP agencies.
- Paramilitary forces.
- Other local and national government offices involved in the economic, social, and political aspects of IDAD activities.

STATE (PROVINCIAL) AREA COORDINATION CENTER. A nation's first political subdivision with a fully developed administrative apparatus usually is the state. Most of these governments are well established and have exercised governmental functions over their areas before the onset of insurgency. This is normally the lowest level of administration capable of administering the full range of IDAD programs. The economic, social, psychological, political, and military aspects of these programs are focused at this level. The establishment of ACCs will help exploit this potential.

URBAN AREA COORDINATION CENTER.

■ **GENERAL.** Urban areas require a more complex organization than rural areas to plan, coordinate, and direct IDAD efforts. An urban area may vary from a market town of 20,000 people to a commercial/industrial city with a population of more than a million. The dense population multistory buildings, underground construction, public utilities, and transportation systems all require special attention. Police public safety services, social organizations, political factors, economic aspects, and communications systems must be considered.



■ **ORGANIZATION.** The urban ACC is organized very much like the ACCs previously described. Urban coordination centers are established to perform the same functions for urban areas that local coordination centers perform for rural areas. However, local police, fire fighting, medical, public works, public utilities, communications, and transportation representatives also are included. When necessary, a staff capable of operating 24 hours a day is put into operation. It must be able to receive and act upon information requiring immediate operational action and coordination. When there is a state or local ACC in an urban area, it may be necessary to include the urban resources in that center and to plan, coordinate, and direct urban operations from there. The decision to establish an urban center or use the state or local center for these purposes should be based on the authority of, and resources available to, the official at the head of the urban area government. If the urban area comprises several separate political subdivisions with no overall political control, the ACC establishes the control necessary to insure proper planning and coordination. Urban ACCs should be established in autonomous cities and in urban areas not having a higher level coordination center.

CIVILIAN ADVISORY COMMITTEES

Committees composed of government officials and leading citizens should be formed to help the coordination centers at all levels to evaluate the success of their activities and to help gain population support. These committees evaluate the results of various actions affecting civilians and provide a communications link with the people, thus providing feedback on which to base future operations.

The organization of a civilian committee will likely vary with local requirements and must be flexible enough to meet changing situations. The chairman should be a

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prominent figure, appointed by the government or elected by the membership. General membership of a civilian advisory committee assisting an ACC should include leaders of civilian organizations such as:

- Local police chief.
- Superintendent of schools or school principal.
- Priests, ministers, or other leaders of religious faiths.
- Health director.
- Judge or other judiciary representatives.
- Labor union officials.
- Editors of local news media.
- Business and commercial leaders.
- Other influential persons.

Some representatives may hold positions in both the ACC and the civilian committee.

SECTION V IDAD POLICY GUIDELINES

General

GENERAL

Because each situation is different, the guidelines are general in nature and intended to be used in a conceptual way. The IDAD doctrine and concepts provided in this chapter must be adapted to each specific situation.

IDAD strategy should be oriented toward preventing insurgency from escalating to a level that threatens the nation and requires considerable resources to combat.

IDAD should integrate all functions -- security, social development, political development, and economic development -- at all levels.

Planning, organization, and control of IDAD functions should follow the established political organization of the nation.

IDAD activities must be tailored to achieve specific, constructive IDAD goals.

Policies regarding suppression of insurgent violence should be formulated before violence occurs, be based on law, be publicized, and be enforceable.

A nationwide, population-oriented intelligence network using the civil police increases the probability of success.

Neutralizing the insurgent organization, rather than inflicting maximum casualties, is the goal of IDAD operations.

Development programs must include as a goal creating or strengthening a spirit of nationhood among the people.

Development programs must seek to create within the people both a desire and an ability for self-development.

The government must clearly demonstrate that it is a better choice than the insurgent organization.

The concept of "minimum essential force" must be employed in all situations involving the use of force.

HIGHLIGHTS

IDAD STRATEGY

- ☐ IS BASED ON SIMULTANEOUS INTERNAL DEFENSE AND INTERNAL DEVELOPMENT.
- ☐ IS DIRECTED TOWARD POPULACE AND INSURGENT ALIKE.
- ☐ IS BASED ON THE CONCEPT OF NEUTRALIZATION, MOBILIZATION, AND BALANCED DEVELOPMENT.

INTERNAL DEFENSE

- ☐ SEEKS TO ACHIEVE INTERNAL SECURITY AND A STATE OF LAW AND ORDER.

INTERNAL DEVELOPMENT

- ☐ PROMOTES BALANCED GROWTH BY BUILDING VIABLE INSTITUTIONS.

IDAD PLANNING

- ☐ SHOULD MOLD INTERNAL DEFENSE AND DEVELOPMENT ACTIVITIES INTO A UNIFIED STRATEGY.

IDAD PROGRAMS

- ☐ MUST BE CAPABLE OF ADJUSTING TO THE INTENSITY OF INSURGENT WARFARE

THE NATIONAL LEVEL IDAD ORGANIZATION

- ☐ IS CONCERNED WITH PLANNING AND COORDINATION.

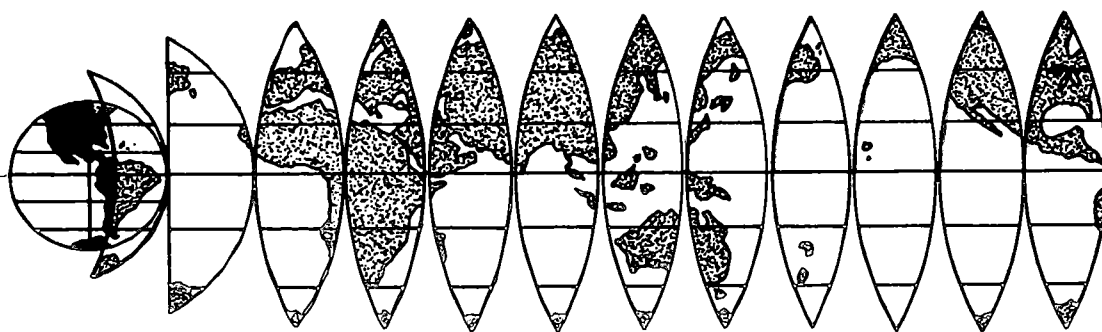
SUBNATIONAL LEVEL IDAD ORGANIZATION

- ☐ IS CONCERNED WITH PLANNING, COORDINATION, AND CONTROL.



CHAPTER 5

HOST COUNTRY INTERNAL DEFENSE AND DEVELOPMENT OPERATIONS AND CAMPAIGNS



SECTION I INTRODUCTION

Purpose

General

PURPOSE

This chapter provides US Army concepts and doctrine for internal defense and development (IDAD) operations and campaigns for host country security forces. Security forces include the civil police, paramilitary, and military forces.

GENERAL

The degree to which security forces participate in IDAD will depend mostly on the level of insurgent activities. For example, police forces are critical in the prevention of insurgency before there are significant activities, and they fully participate at all levels of insurgency if it progresses.

Maintenance of law and order is a fundamental responsibility of government. During insurgency, the insurgents are often considered to be criminals or terrorists. They do not hesitate to seek their objectives through illegal means, and this includes the full range of criminal activities. Therefore, countering illegal actions of the insurgent is initially the responsibility of the police. The police are the initial security force defending against those who seek to destroy free societies through the erosion of public order.

Prevention of an insurgency is the most effective and economical method of dealing with it. If the police can meet threats early, preventive measures have a better chance of succeeding. Historically, those nations which have been crippled by insurgency reflect the fact that their police forces, even though paramilitary in nature, have been unable to cope with the insurgent movement in its early stages. In many respects, law enforcement officials are the first line of defense against the actions of insurgents and terrorists. The fate of the government and the nation may hang in the balance and the outcome may be determined by the success or failure of early police work.

The police are a sensitive point of contact between government and people, close to the centers of unrest, and generally are more acceptable than the military as keepers of order over long periods of time. The police are generally better trained, organized, and equipped than the military for handling low levels of violence, conspiracy, and subversion. Also, legal restraints may be more readily accepted by the people if enforced by local police rather than by combat elements of the armed forces.

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In an insurgency environment, a small rural police force will often require assistance from military forces, paramilitary forces, or some type of auxiliary organization composed of local citizens. Large groups of organized insurgents operating in an area will normally require the commitment of military forces.

IDAD mobilization normally includes establishment of local paramilitary forces. Depending on the strategy developed at the national level, these forces may be limited to police auxiliary units. However, the IDAD strategy may call for a greater mobilization of the populace to develop an extensive intelligence system, provide forums for PSYOP, and establish self-defense programs.

SECTION II MAJOR INTERNAL DEFENSE AND DEVELOPMENT OPERATIONS

General

Intelligence

Psychological Operations

Civil Affairs

Populace and Resources Control

Tactical Operations

Advice and Assistance

GENERAL

This section discusses the major IDAD operations of host country security forces and explains the objectives, concepts, and methods employed. Military forces may support, augment, or assume a police role to accomplish the IDAD mission. Military forces participate in IDAD chiefly through the conduct of intelligence, PSYOP, civil affairs, populace and resources control, tactical operations, and advisory assistance. These operations are normally conducted in coordination with other government agencies.

INTELLIGENCE

Successful IDAD operations require the operation of an effective intelligence system which addresses all aspects of an insurgency. Military intelligence operations, coordinated with other host country IDAD operations, must begin as early as possible to counter a potential or active insurgency. Of particular importance are intelligence operations directed toward neutralizing or destroying the effectiveness of the insurgent infrastructure and establishing a data base in preparation for whatever roles the military is required to play in defeating the insurgent movement. See FM 30-17A, FM 30-18, and FM 34-1 for detailed guidance on intelligence operations.

Intelligence operations support IDAD planning and operations by providing general and specific knowledge of the area of operations and the insurgent forces. In broad terms, early intelligence objectives are to:

- Determine whether and to what degree the indicators of impending insurgency are present (appendix G).
- Obtain information about the insurgent, weather, terrain, and population (FM 30-5).
- Reduce to a minimum insurgent espionage, subversion, and sabotage (FM 30-17A).

Subversion precedes other insurgent activity and continues throughout the entire process, just as guerrilla warfare, once introduced, continues during the war of movement. This subversion is designed to alienate the population from the government and is an early indicator of the presence of an insurgent organization.

When illegal insurgent groups become organized, civil and military intelligence agencies should be in a position to establish their identities and make recommendations for future surveillance or neutralization operations.

Counterintelligence operations include formulating and conducting training programs and carrying out measures necessary to protect host country security information, personnel, facilities, and materiel against insurgent intelligence operations.

A unified, centralized intelligence system is essential to the effective conduct of internal defense and internal development operations.

- AT NATIONAL LEVEL, the intelligence system should:
 - Operate freely throughout the nation.
 - Maintain a central registry of intelligence information.
 - Maintain a centralized system of source control.
 - Coordinate all intelligence and counterintelligence programs.

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- Provide direction, collection, processing, and dissemination to the intelligence effort.
- Prepare national intelligence and counterintelligence plans and estimates.
- Conduct special operations as directed.
- Below national level, a system should be established at each level of government for the coordination of intelligence efforts.

Basic intelligence on a specific area and situation is derived from strategic intelligence reports and studies augmented by available current intelligence information of the area. Effective intelligence operations require a study of the internal and external forces subverting a society. These sources provide the bases for the intelligence estimate and subsequent intelligence plans.

- Intelligence collection planning involves three general areas:
 - Strategic intelligence, which may expose actual or potential insurgency problems, is derived from political, economic, and sociocultural information.



- Exploitation of the weakness inherent in the logistical support system of the insurgent armed elements. The establishment of insurgent facilities to provide services and support involves people and a great deal of activity to gather, store, and distribute supplies. Targeting on this system can lead to early detection and identification of key elements of the insurgent network, such as members of the political infrastructure.
- Functions such as combat intelligence and security.
- Intelligence functions to support current activities and prepare for possible future operations include:
 - Preparing detailed studies regarding the terrain, weather, and population groups (including ethnic, religious, and tribal minorities).

- Analyzing strength and vulnerability analysis of the government and the insurgent.
- Preparing, producing, and distributing nationwide terrain maps, aerial photographs, and other forms of imagery intelligence from both strategic and tactical assets.
- Intelligence production must provide accurate and timely intelligence that satisfies military and civil requirements at each operational echelon. Intelligence requirements vary according to echelon, user, and mission. No single format is adequate for all users; therefore, production programs must be flexible and must provide several degrees of detail. Determination of production objectives and priorities requires careful analysis.
- Timely dissemination of intelligence is a vital aspect of the intelligence process. The frequent need for immediate reaction to intelligence information requires the establishment of systems for quick processing and transmission of information to military and police units at operational levels. Primary, alternate, and special intelligence channels of communication should be established when facilities and resources permit.
- Security information must be protected by all available means and entrusted only to cleared personnel who require such knowledge. Even cleared personnel should be closely supervised and observed as they may be subjected to insurgent coercion, influence, or pressure.

PSYCHOLOGICAL OPERATIONS



Both the government and the insurgent use PSYOP in attempting to gain the support of the people. PSYOP as used in this paragraph are not limited to enemy or foreign

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groups but also include operations directed toward host country armed forces and civilian populations. PSYOP are an integral part of all internal defense and internal development activities. They are tailored to meet specific requirements for each area and operation. Military and nonmilitary courses of action must be considered in terms of psychological impact. This may require short-range tactical advantages be sacrificed to preserve long-range psychological objectives. FM 33-1 provides detailed guidance on PSYOP.

PSYOP OBJECTIVES. PSYOP are designed to support the achievement of national objectives and are directed toward specific target groups. Following are PSYOP objectives for the main target groups.

- **INSURGENTS.** To create dissension, disorganization, low morale, subversion, and defection within insurgent forces. Host country national programs designed to win insurgents over to the government's side are needed.
- **CIVILIAN POPULATION.** To gain, preserve, and strengthen civilian support for the host country government and its internal defense and internal development programs.
- **HOST COUNTRY AND ALLIED FORCES.** Essentially the same as for civilians, with emphasis on building and maintaining the morale of these forces. The loyalty, discipline, and motivation of these forces are critical factors in combating an insurgency.
- **NEUTRAL ELEMENTS.** To gain the support of uncommitted foreign groups inside and outside the host country by revealing the subversive activities and bringing international pressure to bear on any external hostile power sponsoring the insurgency.
- **EXTERNAL HOSTILE POWERS.** To convince the external hostile power supporting the insurgents that the insurgency will fail.

NATIONAL PROGRAM. The national PSYOP program, containing national objectives, plans, guidance, and desired approaches, is prepared and coordinated at the national level. A single agency must be responsible to coordinate PSYOP efforts at the national level to avoid the pitfalls of conflicting themes and programs.

- Military organizations and civilian agencies at all levels develop PSYOP based upon the national PSYOP plan. The plan is interpreted at the various military and political levels in terms of local requirements. Local plans should be coordinated through appropriate area coordination centers.
- To achieve maximum effectiveness, all psychological activities are executed within clearly established channels.
- PSYOP planners develop a number of appropriate themes that can be used with available means. PSYOP themes and messages should be tested prior to general use. These themes and messages, using words familiar to the target audiences, should be clear, easily understood, and repeated frequently.

CIVILIAN AND MILITARY ORGANIZATIONS. PSYOP organizations are organized and trained to conduct and support psychological activities at all levels.

■ **NATIONAL LEVEL.** Both military and civilian PSYOP organizations may exist at national level. These organizations should be coordinated by a single agency. They are responsible for - -

■ Planning a coordinated national PSYOP program.

■ Organizing, training, and allocating host country PSYOP units and resources.

■ Conducting strategic PSYOP.

■ Developing criteria of program effectiveness.

■ Monitoring the PSYOP program.

■ Producing, analyzing, and disseminating PSYOP intelligence and target analysis of specific target groups.

■ **SUBNATIONAL AND LOCAL LEVEL.** The subnational area coordination center (ACC) translates national PSYOP programs and directives into implementing guidance for local ACCs, military commanders, and civilian agencies. The local ACC provides direction to paramilitary forces, military forces, civilian agencies, and PSYOP teams. Since paramilitary organizations normally do not have their own PSYOP teams, PSYOP support is provided by civilian or armed forces organizations.

■ **MILITARY UNITS.** PSYOP military units plan and conduct PSYOP in consonance with national programs and directives. Military PSYOP and civilian information services planning must be closely coordinated and supervised at all levels to insure effectiveness and credibility. Operations range from strategic and tactical PSYOP to support of consolidation operations. PSYOP units are tailored to meet mission requirements. Their operations involve all means and media of communications including face-to-face communications (the most effective of all means), television, radio, loudspeaker, printing, audiovisual, and photographic equipment.

SCOPE. At the national level, PSYOP exploit the broad aspects of internal defense and internal development programs. They are general in scope and deal primarily with national policy and programs. Tactical and consolidation PSYOP are responsive to local intelligence and address more specific target audiences. In nations with large minority groups, PSYOP should employ languages, dialects, and symbols that can be readily understood by these groups.

COMMAND RESPONSIBILITY. Military forces are a major factor in the formation of attitudes and behavior toward the government. For this reason, commanders must constantly be aware of the psychological effect of operations as well as the effect of the behavior of their troops. Military operations have a psychological impact on the population, and the success of an operation may depend on the commander's awareness of the psychological and political implications of his

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unit's actions.

PLANNING. The basic requisites for an effective PSYOP plan include:

- An intimate knowledge of the history, background, current environment, and attitudes of potential target groups.
- An intimate knowledge of the insurgent's organizations, motivation, sources of resources (men and materiel), and how they are obtained.
- A knowledge of the strengths and weaknesses of ideological and political opponents.
- An assurance that PSYOP plans and programs support national objectives.
- A knowledge of all means of communication available to carry out PSYOP.
- The ability to classify the population by audience type so that themes can be tailored to influence specific groups.
- The availability of continuous, timely, accurate, and detailed intelligence (including effect of current PSYOP programs; i.e., posttesting).

SUPPORTED OPERATIONS. PSYOP themes must be tailored to support the type of operations and campaigns being conducted. Section IV of this chapter discusses campaigns.

- The authority to approve specific PSYOP messages, based on approved themes, may have to be delegated to local level PSYOP personnel with a knowledge of distinctive local target groups. This should improve the effectiveness and credibility of the PSYOP program with the local groups. Locally developed PSYOP material must be monitored by PSYOP staffs all the way up to the national level.
- PSYOP themes in support of consolidation campaigns should stress the security that is afforded the population and the benefits that have been and can be gained with popular support.
- PSYOP themes supporting strike campaigns should stress the necessity of the operations and efforts being made to provide for the safety of the civilian population. PSYOP themes directed against the insurgent forces should stress the futility of fighting, importance of family ties, and the acceptability of amnesty programs. The decision to employ PSYOP before beginning tactical operations is weighed carefully against compromising surprise and security.
- PSYOP themes supporting remote area operations are tailored to maintain the morale of government forces and to win the support of any local population.
- PSYOP themes supporting populace and resources control operations

should stress the need and benefits of law enforcement. Themes should also stress that the insurgents are the cause of operations such as curfews and identification card requirements.

CIVIL AFFAIRS (CA)

The information below is oriented toward host country military forces; however, the principles provided are also generally applicable to CA activities conducted by other security forces.

CA operations are a responsibility of military commanders at every echelon. They include any activity of military forces concerned with relationships between the military forces and the civil authorities and people in the area. Activities may range from military civil action projects to the exercise of certain authority that normally is the responsibility of the local government.

The scope of CA operations will vary with the type of local government and will be influenced by the economic, social, and political background of the country and people. The major CA activities include:

- Prevention of civilian interference with military operations.
- Support of government functions.
- Community relations.
- Military civic action.
- Populace and resources control.
- Civil defense.

The overall objective of CA in IDAD is to mobilize and motivate civilians to assist the government and military forces. The operations are directed at eliminating or reducing military, political, economic, and sociological problems. Close and continuous PSYOP support is needed to maximize the effect of CA.

All military units have a capability to conduct CA, particularly military civic action. Major roles in military civic action are frequently undertaken by engineer, transportation, medical, and other units having assets suited to support military civic action projects.

- Units as small as a battalion task force may be assigned CA elements to assist in carrying out CA plans. A civil-military operations staff officer may also be assigned to such a task force.
- CA liaison and coordination should be established between military forces and government agencies. This can be accomplished through organizations specifically designed for this purpose or through CA staff elements.

CA operations require good relationships with the population. To establish a good

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relationship, troop discipline, courtesy, and honesty in dealings with the people must be emphasized. Where sound rapport has been established between host country forces and the population, properly administered CA operations will contribute materially to the attainment of IDAD objectives.

CA planning must include political, economic, social, psychological, and military considerations. Planning for CA should consider:

- The national development plan. Projects should support development programs which meet the needs and desires of the people. Civic action projects conducted simply for the want of something to do may be counterproductive.

PROPOSED COURSE OF ACTION					CRITERIA
*	AGRICUL- TURE	PUBLIC HEALTH	EDUCA- TION		
	FARM-TO-MARKET ROAD				
	IMPROVE FARMING METHODS				
	IRRIGATION PROJECT				
	ESTABLISH DISPENSARIES				
	TRAIN VILLAGE MEDICS				
	IMMUNIZATION PROGRAM				
	PROVIDE TEXTS				
	TRAIN TEACHERS				
	BUILD SCHOOLS				
					DESIRABILITY
					WILL THE POPULATION SUPPORT IT ?
					WILL THE MILITARY SUPPORT IT ?
					WILL OTHER AGENCIES SUPPORT IT ?
					WILL THE GOVERNMENT SUPPORT IT ?
					CAN IT BE STARTED IMMEDIATELY ?
					WILL IT HAVE IMMEDIATE IMPACT ?
					WILL IT BENEFIT A MAJORITY OF THE PEOPLE ?
					WILL IT HAVE A FAVORABLE PSYCHOLOGICAL EFFECT ?
					IS IT AMENABLE TO PUBLICITY EXPLOITATION ?
					WILL IT IMPROVE THE GOVERNMENT IMAGE ?
					WILL IT IMPROVE CIVIL-MILITARY RELATIONS ?
					WILL IT LEND ITSELF OF SELF-HELP ?
					WILL IT CONTRIBUTE TO THE STABILIZATION OF SOCIETY ?
					FEASIBILITY
					DOES IT CONFORM TO LOCAL CUSTOMS ?
					ARE ALL NECESSARY SKILLS AVAILABLE ?
					ARE LABOR, MATERIALS, AND EQUIPMENT AVAILABLE ?
					CAN IT BE SUPPORTED BY CURRENT PROGRAMMED FUNDS ?
					JUSTIFICATION
					DOES IT SUPPORT OVERALL IDAD PLANS AND PROGRAMS ?
					WILL IT AVOID SERIOUS IMPAIRMENT OF PRIMARY MILITARY MISSION ?
					WILL IT PROVIDE MAXIMUM RETURN ON INVESTMENT AND EFFORT ?
					DOES IT AVOID DUPLICATION WITH EFFORTS OF OTHER AGENCIES ?
COMPLETE BY INDICATING YES OR NO RESPONSE WITH DETAILED EXPLANATORY NOTES ATTACHED					
* OTHER FUNCTIONAL AREAS AS REQUIRED					

Figure 5-1. Type Military Civic Action Worksheet.

- Military civic action projects to be conducted by military forces. Figure 5-1 shows a type military civic action worksheet.

- CA personnel and units required to support host country agencies at subnational levels.
- CA mobile training team requirements and resources.
- CA training program requirements for host country and allied forces.
- CA requirements to provide government administration in areas of country where needed.

CA responsibilities assigned to a tactical unit commander may require the employment of specialized civil affairs personnel or units. Host country CA plans should include provisions for CA support to tactical unit commanders. See FM 41-10 for details about CA organization and capabilities.

Emphasis on military civic action varies with the intensity of insurgent activities. Whatever the level of military civic action, projects are planned and coordinated to fit in with internal development programs. In prevention of insurgency or during Phase I, military civic action concentrates on the development of the socioeconomic environment. In the absence of tactical operations, many military resources may be devoted to military civic action projects providing both long-range and short-range benefits. During Phases II and III, military civic action will be concentrated on projects designed to prevent intensification of the insurgency. These projects should produce noticeable improvements in a relatively short time frame. Examples of such projects are farm-to-market roads, bridges, short-range educational programs, basic hygiene, medical immunization programs, and simple irrigation projects. Advice should be sought on projects to insure they are needed, wanted, and fit in with development plans for the area. In the advanced stages of insurgency, priorities on military operations may reduce military civic action to such immediate tasks as providing medical aid to sick and wounded civilians and procuring and distributing food and shelter for displaced persons.

POPULACE AND RESOURCES CONTROL

Populace and resources control operations are police-type operations. When feasible, military units employed in this type of operations should support, not replace, the police forces. If military units are used, police training must be considered. The military participation must comply with host country law. This section provides general guidance on various populace and resources control measures which may be employed.

A populace and resources control program is designed to complement and support the other IDAD programs. Its objectives, in concert with CA operations, are to:

- Mobilize the materiel and human resources on behalf of the government.
- Detect and neutralize the insurgent organizations and activities.
- Provide a secure physical and psychological environment for the population.

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- Sever any supporting relationship between the population and insurgent forces.

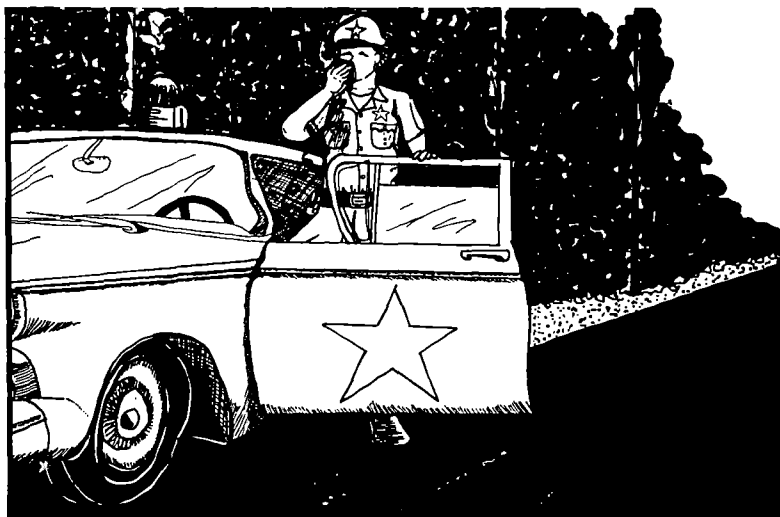
Police, intelligence, and other internal security agencies normally are established to maintain law and order in a stable peacetime environment. Their organizations are designed to protect the populace, apprehend common criminals and lawbreakers, and maintain reasonable order. During an active insurgency, police and security organizations are faced with much more than individual criminals. They are confronted with organized subversion, espionage, sabotage, and terrorist activities. Coping with these problems will probably require expansion of these forces and reinforcement by military and paramilitary forces.

During Phase I, in seeking to gain influence over the populace, insurgents employ a combination of persuasion, terror, and civil disturbance.

- In many cases, the government of a developing nation discovers that it actually does not control its more remote areas. Insurgent activities and influence in these areas can expand rapidly. Security forces may have to be deployed to establish or reestablish law and order in which government administration and IDAD activities can be conducted.

- In urban areas, populace and resources control plans should be implemented to deny insurgents easy access to materiel support, and general surveillance measures and block warden systems should be put into effect. Intelligence activities are stepped up to identify and locate the insurgent infrastructure.

In Phases II and III, populace and resources control operations may have to be expanded to cope with increased insurgent activity. When the need for populace and resources control is first determined, a complete adequate program should be applied as quickly as possible; piecemeal operations that escalate slowly should be avoided. Carefully designed PSYOP should support the controls. People need to understand that the insurgents pose a threat to them so they will welcome controls and not be unduly irritated.



Indigenous police organizations, if adequately staffed, trained, equipped, and

motivated, are ideally suited to enforce the populace and resources programs because they provide an organized control force that is:

- Knowledgeable about local conditions.
- Accepted by the populace as a government organization with enforcement powers.
- Capable of security operations.
- Able to gain access to and use recorded data.
- Capable of controlling transportation arteries.

Emergency augmentation of the existing police force may be obtained from other organizations whose duties call for contact with the populace. This may include revenue agents, conservation officials, and customs officials. Paramilitary forces are another source of manpower for these programs. The regular military should provide specially trained units as a backup force and may be used as a source of personnel for administration, intelligence, PSYOP, and other specialties.

The national-level coordination center, assisted by national agencies, prepares the overall plan to insure coordination of populace and resources control programs. Subnational area coordination centers prepare populace and resources control plans based upon guidance from the national coordination center.

Essential populace and resources control measures that conform to legal codes must be established and enforced - - justly and firmly. In addition to laws restricting possession of certain items, requiring permits for possession or movement of others, and regulating the movement of people, laws must also clearly specify lawful methods of disposing of contraband. Since populace and resources control measures may tempt some people to practice graft and extortion, the operations must be closely supervised. Measures must be enforced fairly and impartially to avoid alienating the people. Emphasis should be placed on both in-country controls and import controls. Populace and resources control operations include, but are not limited to:

- Employing population surveillance (overt and covert) based on area coverage.
- Controlling movement of both personnel and materiel.
- Establishing checkpoints and roadblocks.
- Establishing curfews and blackouts.
- Screening and documenting the population.
- Conducting cordon and search operations.
- Establishing rationing and price controls.

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- Controlling refugees and displaced persons.
- Protecting resource storage areas from insurgent attack.

Law enforcement is primarily a police operation to protect the persons and property of the populace against criminal acts, including those committed by insurgent elements. Laws should be enacted whereby the government can temporarily authorize security and defense forces extraordinary powers. Procedural protections against unlawful search, seizure, and detention often must be suspended to permit law enforcement operations against insurgents. PSYOP should be used to place the blame on the insurgents, where it belongs, for the necessary changes in the law and should emphasize the strictly temporary nature of such laws and their purpose, which is to protect the populace from the insurgents. Additional legal machinery, such as courts of limited jurisdiction to try particular classes of offenses, may be required to process the increased number of violations. In any case, early attention must be given to the court system's capability to process cases quickly and fairly.

Border operations are a type of populace and resources control operation. Armed forces may be charged with the overall mission of border security, or they may reinforce other security forces chartered with this mission. Border operations are discussed on page 95 .

TACTICAL OPERATIONS



Tactical operations are the most violent and extreme of all activities employed in internal defense. They are the principal activities in strike campaigns, and they are integrated into and support consolidation campaigns. They are not an end unto themselves. They support the overall goals of the host country IDAD effort. The information below provides guidance on objectives, organization, and doctrine. Chapter 7 covers counter guerrilla operations.

The objective of tactical operations is to destroy or neutralize insurgent tactical

forces and bases and to establish a secure environment.

Although tactical operations may be conducted to eliminate insurgent tactical forces and bases, they usually are part of a campaign and are coordinated with other IDAD operations through the use of area coordination centers.

Organization for tactical operations emphasizes appropriate firepower and mobility. Organization should stress tactical self-sufficiency and provide adequate combat support and combat service support elements to conduct semi-independent or independent operations. Moreover, consideration should be given to providing the tactical force with capabilities for CA and PSYOP. Paramilitary, police, or other internal security forces also may participate in tactical operations.

Tactical operations against guerrillas are primarily offensive operations, characterized by mobility, to find, fix, destroy, or capture the guerrillas. They generally include such offensive tactics as reconnaissance-in-force, raids, movement to contact, hasty or deliberate attacks, and exploitation and pursuit. Small units are assigned an area of operation which they get to know over a period of time. If large-sized insurgent units are contacted, additional combat power is brought into the area to destroy them.

If the insurgents develop a mobile warfare threat, tactics must be modified. Under these conditions, larger reserves are maintained, the size of operating units is increased, artillery fires are massed, and larger security and defense detachments are required. In mobile warfare, use of terrain, organization of fires, and maneuver are used to seize and hold the initiative. Therefore, commanders must not expect envelopments, penetrations, or turning movements to affect insurgent forces the same as they would if occupation of terrain were the key consideration. Insurgent tactical units can have caches and safe areas located in several areas so that they need not depend on and protect a single critical logistical base. Thus, they can disperse units and move in several directions in reaction to an offensive maneuver.

Commanders should maintain continuous pressure against insurgent forces; they must not consider insurgent forces destroyed merely because opposition has ceased. If contact with insurgent forces is lost, commanders should make aggressive efforts to reestablish contact and engage the force. Friendly forces should not permit insurgent forces time to rest, reorganize, and prepare for offensive operations.

Defensive operations normally are conducted as coordinated military and civilian programs. Defensive operations are employed to - -

- Protect installations, bases, and the population.
- Reduce the insurgent capacity for offensive action.
- Deny the insurgent entry into an area.
- Destroy or trap the insurgent force.
- Develop more favorable conditions for offensive action.
- Economize on forces in one area so that decisive force can be applied

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elsewhere.

Retrograde operations are conducted to preserve the integrity of a force and for one or more of the following reasons:

- To draw the enemy into an unfavorable situation.
- To permit the use of the force elsewhere.
- To avoid combat under undesirable conditions.
- To gain time without fighting a decisive engagement.
- To disengage from combat.
- To relocate forces in relation to other friendly forces.
- To shorten lines of communications.

Bases of operation are localities from which operations are projected and supported. They may be permanent or semipermanent installations containing essential command control, communications, combat support, and combat service support elements. Chapter 10 deals with base defense.

Combat support and combat service support elements are integral to all tactical forces. They are organic to, attached to, or are placed in support of the tactical forces. Combat support and combat service support must be carefully planned for all tactical operations.

ADVICE AND ASSISTANCE

Host country regular military forces may provide assistance to internal security forces, paramilitary forces, self-defense forces, and other government agencies participating in IDAD. National or subnational centers may be established to assist in organizing, equipping, and training established units or newly activated units. Mobile training teams may be used to provide on-site training, advice, and assistance to self-defense or other territorial security forces.

SECTION III HOST COUNTRY RESPONSE DURING THE THREE PHASES OF INSURGENCY

Integrated Response
Continuing Operations

INTEGRATED RESPONSE

Governmental responsibility includes measures to maintain law and order and a system for meeting the needs of the people. Exercising this responsibility properly should help win the support of the people and thus help prevent insurgency. In countries where insurgency is incipient, governments look for ways to improve on their fulfillment of this responsibility.

This section outlines in general terms an integrated response to a Mass Strategy during each of its three phases. It is understood that there is no exact point at which insurgency passes into a higher or lower phase. The government's strategy should be designed to prevent insurgent activities from escalating and, ultimately, to improve unsatisfactory conditions and eliminate the insurgent threat. The response should be flexible and able to adjust to the intensity of insurgent activities and conditions within the country. Also, the host country activities described below must be modified to fit the particular situation. A more complete discussion of host country IDAD activities is provided on pages 69 through 82 and the remainder of this chapter.

Phase I Insurgency (includes latent and incipient insurgency during which subversive incidents may occur; however, there are no major outbreaks of violence). Certain host country activities appear particularly important during Phase I. These normally include action to improve police performance, intelligence and counterintelligence operations; PSYOP; upgrading security forces; training military forces; civic action; developmental actions to improve political, economic, or social conditions; and measures to strengthen the psychological and organizational links between government and populace. Depending on the circumstances, some populace and resources control measures may be appropriate.

Phase II Insurgency (includes organized guerrilla warfare and related forms of violence). Increasing conflict normally requires changes in emphasis on activities initiated during Phase I and introduction of other measures. These normally include strengthening territorial security forces, increasing populace and resources control measures and PSYOP to isolate the insurgents physically and psychologically from the populace, and conducting tactical operations to seek out and defeat insurgent armed elements.

Phase III Insurgency (reached when insurgent military forces have attained a capability to challenge the armed forces of the government in a war of movement). Should the government fail to contain insurgency in earlier phases, it may face the danger of military defeat in Phase III. During this phase, internal defense activities become more comprehensive and are administered more strictly as the government attempts to consolidate support and defeat insurgent forces. In Phase III, combat may approach that of mid-intensity conflict and will probably have to take priority over other activities.

CONTINUING OPERATIONS

The government may achieve significant success in combating an insurgency in any of the phases. Those IDAD operations which will contribute to the consolidation of government successes should be continued. Ongoing programs which help improve conditions should be continued, and new programs should be initiated to prevent the insurgency from recurring.

SECTION IV INTERNAL DEFENSE AND DEVELOPMENT CAMPAIGNS

General

Consolidation Campaigns

Strike Campaigns

GENERAL

Campaigns to execute IDAD plans are organized based upon common objectives. They are titled consolidation and strike campaigns. In planning these campaigns, all of the major IDAD operations discussed on pages 68 through 82 must be considered and, as appropriate, integrated into the campaign.

CONSOLIDATION CAMPAIGNS

Consolidation campaigns are organized in priority areas as an interdepartmental civil-military effort. These campaigns integrate internal defense and internal development activities designed to restore host country governmental control of the population and the area. They include programs for the improvement of economic, political, and social conditions.

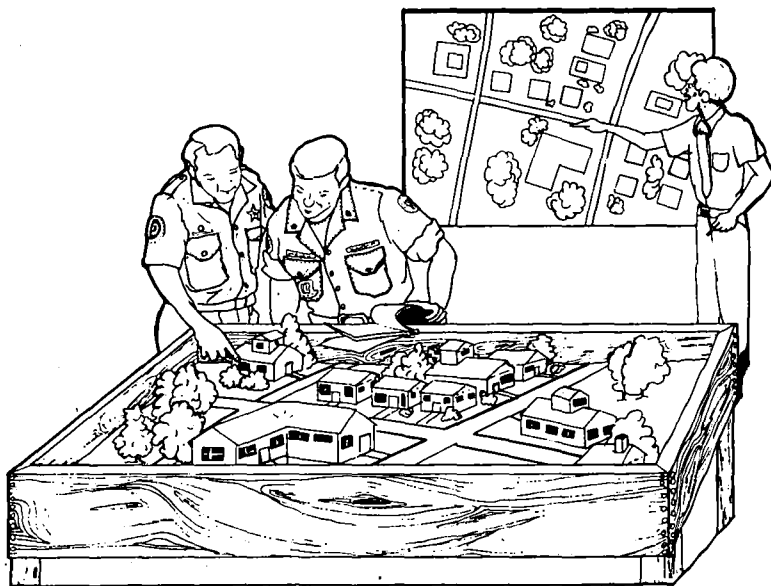
CONCEPTS. Consolidation campaigns may be conducted in any phase of insurgency, although success is more likely if the campaigns are mounted during low-level insurgent activity. The concepts described below are based on a relatively major insurgent threat, including the presence of significant insurgent tactical forces, and must be adjusted to lesser threat situations.

- Consolidation campaigns normally are a state-level (provincial) function supported by national, subnational, state, and other resources.

■ Consolidation campaigns will normally include all the operations discussed in section II of this chapter. Although a consolidation campaign may be primarily oriented toward priority areas that have relatively large populations, the campaign may also require operations in remote and border areas which affect the overall consolidation effort.

■ Consolidation campaigns should expand outwardly from areas over which the government has control. The government must have a secure base and be able to maintain its security. To expand government control into surrounding areas, operations must be expanded into contested and insurgent-dominated areas, particularly population centers, resource locations, installation sites, and along routes of communication. Authorities should extend consolidated areas only to the limits of combined civil/military capabilities. Once an area has been cleared of significant insurgent tactical forces, adequate tactical defense and internal security must be established to protect and defend the area. Police and paramilitary forces should be assigned the major role in this. **EVERY EFFORT SHOULD BE MADE TO PREVENT CONTROLLED AREAS FROM REVERTING TO INSURGENT DOMINATION.**

■ Consolidation campaigns have four overlapping stages: preparation, offensive, development, and completion.



PREPARATION STAGE. During this stage, all participating civil and military forces plan, train, organize, and equip for operations. The civilian and military planners must integrate their efforts.

■ Consolidation campaign plans are developed based on priority areas designated in national plans, civilian and military resources available, and estimated capability to achieve the objectives. **INTERNAL DEFENSE** planning insures that adequate personnel and materiel for tactical, psychological, civil affairs, populace and resources control, and intelligence operations are available at the beginning of the consolidation campaign.

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Forces allocated must be superior to the insurgent threat in the operational area. INTERNAL DEVELOPMENT planning insures that sufficient personnel and materiel resources are available and are programed to be available as needed during the consolidation campaign. Plans include command and control measures to insure that all resources are applied effectively. All operations are coordinated through the area coordination center.

■ Organizations participating in consolidation campaigns are combined into a task force (TF) which, in turn, may be subdivided into local TFs. All TFs are interdepartmental and include civilian and military operational elements. When possible, boundaries and phase lines are established to include entire political subdivisions. Consolidation campaigns are normally controlled by the chief governmental official within whose area of responsibility the campaigns will be conducted. Communications are designed to provide parallel, interlocking, and integrated networks used by police, armed forces, paramilitary, intelligence, and internal development organizations.

■ All IDAD personnel who will be required to conduct consolidation campaigns should be trained before actual operations begin. Training and indoctrination of all elements should be conducted on a team basis.

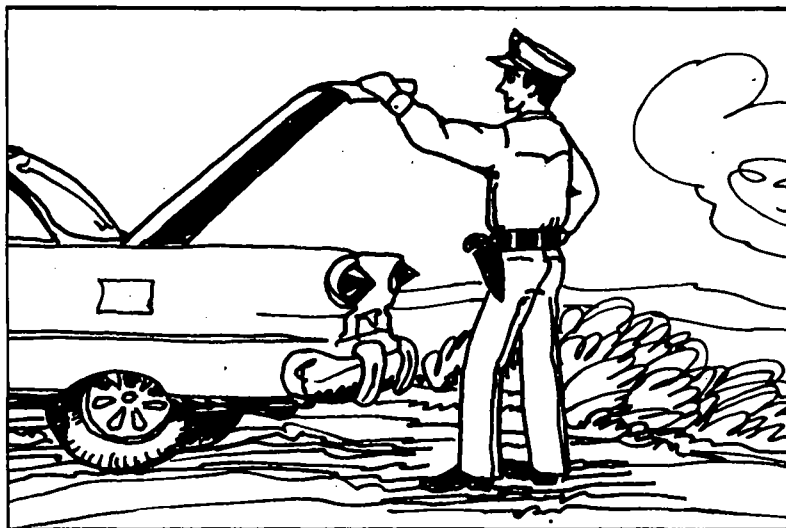
OFFENSIVE STAGE. The initial requirement is to clear the area of significant insurgent tactical units. Once this is accomplished, adequate government forces, to include police and paramilitary if available, must remain in the area to protect the population from remaining insurgent elements.

■ The offensive stage requires moving the TF into the operational area; destroying, dispersing, and clearing insurgent tactical forces from the area; locating and destroying elements of the insurgent's supporting base area system; and identifying and neutralizing the members of the insurgent's political infrastructure. **COMBAT POWER MUST BE SELECTIVELY APPLIED TO PRECLUDE UNNECESSARY HARM TO THE POPULATION.** The large-scale application of combat power can produce effects counterproductive to IDAD.

■ TFs are structured to conduct offensive tactical operations with command and control exercised through the military chain of command. If insurgent units are large and well trained, tactical operations conducted by large forces will be required to destroy them. Ambushes, cordon and search, and other techniques are employed in conjunction with reconnaissance-in-force and large-scale tactical operations.

■ Curfews, spot checks, searches, a system of information reporting, and other similar measures are initiated. The police and other security organizations institute populace and resources control measures to deprive the insurgent of support and to assist in identifying and locating members of the insurgent infrastructure. PSYOP assist in making populace and resources control measures more acceptable to the population by explaining the necessity for them. When appropriate, the necessity of unpopular programs is blamed on the insurgents.

- The intelligence agencies and police forces operate an intelligence program. They interrogate, conduct loyalty screening, and catalog information to assist in identifying and locating members of the insurgent infrastructure.



DEVELOPMENT STAGE. During this stage, civil and military forces take action to eliminate remaining insurgent elements, establish firm government control, prevent the return of insurgents, insure internal security, and put developmental organizations into operation.

- Emphasis shifts from military internal defense toward civilian internal development. In essence, the armed and paramilitary forces adopt an aggressive defensive posture to protect the secured areas established during the offensive stage. Small military elements can live among the population and work with local security forces. This permits other TF elements -- the political, economic, social, and psychological action cadres -- to conduct their activities effectively. Psychological/information activities are continued to motivate the population to support both internal defense and internal development efforts. Internal development activities and supporting military civic action demonstrate sincere government concern for the population.
- Internal defense activities include training local self-defense forces or other paramilitary forces to participate in territorial security and internal development programs. Offensive tactical operations are continued to eliminate remaining insurgent elements and their supporting base area. Defense of population centers, bases, installations, and lines of communications is also a continuing requirement.
- Saturation patrolling, extended in range and scope, is conducted over the entire area to be controlled. Efforts are made to seek out the insurgent and block approaches into the controlled area. Military forces normally continue to conduct offensive tactical operations in nearby areas to relieve pressure on secured areas.
- Police operate forces to maintain an adequate, effective state of law and

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order. They also establish controls over the movement of personnel and supplies and secure critical food supplies and materiel during production and storage.



COMPLETION STAGE. The completion stage is marked by the speedup and spreading of internal development programs and by the local authorities becoming capable of defending against insurgent attack. Efforts are made to return all responsibility for local government to the local people. TFs gradually release unneeded armed forces and certain internal development cadre elements.

- As local administrators gain experience, outside cadres with the TF that have performed administrative functions can be released for other assignments. As the local police and local paramilitary force become more effective and assume more of the security responsibilities, TF security elements can be withdrawn and redeployed.
- Redeployment must not take place until local paramilitary, police, and intelligence forces are capable of defending the area and providing security. A local reserve force should be established and higher level reserves prepared to assist if they are needed.
- The government must also insure that it has adequate resources to carry out ongoing programs before extending the area under its control. Tactical operations to destroy insurgent forces and base areas may be conducted outside the controlled area to assist nearby populated areas.

STRIKE CAMPAIGNS

Strike campaigns consist of a series of major combat operations targeted against insurgent tactical forces and bases in contested or insurgent-controlled zones. Other internal defense activities may support tactical forces during an actual strike.

CONCEPTS. Strike campaigns are conducted in remote or contested areas by armed forces and are coordinated through appropriate area coordination centers. Since the

main objective of a strike is to destroy insurgent forces and base areas, strike forces normally do not remain in the area of operations after mission accomplishment. A strike force normally is assigned a specific target area in which it conducts operations.

ORGANIZATION. Forces designated to conduct strike campaign operations should be relieved of routine area defense responsibilities well in advance of the operation. Strike forces normally are controlled at the national, regional, or state level and are assigned no permanent area responsibilities. Strike forces are organized as self-sufficient TFs capable of operating for extended periods of time in areas remote from home bases. In addition to combat forces, TFs may contain intelligence, PSYOP, civil affairs, police, and paramilitary elements.

OPERATIONS. Once insurgent forces or bases have been located, strike forces maneuver to destroy them. The insurgent's ability to hide weapons and to assume noncombatant guises in attempting to avoid capture may require thorough reconnaissance and search of the area. Suspects must be managed firmly but treated fairly and with respect to avoid turning innocent suspects into insurgent sympathizers. When small units conducting reconnaissance operations sight relatively large insurgent tactical forces, surveillance should be maintained and reaction forces quickly deployed to destroy them. When an area is suspected of harboring insurgent forces or installations, reconnaissance and surveillance should be conducted and followed by an IMMEDIATE attack or raid by reaction forces when sufficient information has been developed on the target.



■ Offensive tactical operations include reconnaissance-in-force, raid, movement to contact, hasty or deliberate attack, and exploitation and pursuit. Combat support and combat service support operations are planned to insure responsiveness to operational requirements. Operations outside the support range of fixed combat service support installations may require that these elements be attached or assigned directly from field depots and tactical bases. The coordination of these activities is accomplished between the TF commander and the appropriate headquarters.

■ Reconnaissance to locate and test insurgent dispositions and strengths or to develop additional intelligence can be followed immediately by hasty attack or raid. Reconnaissance should emphasize thorough reconnoitering of an area and is characterized by continuous, decentralized, small-unit

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operations. If a sizeable insurgent force is located, friendly units maintain contact until ready forces can be committed to assist in the destruction of the insurgent force.

- Since strike campaigns are conducted in insecure areas, plans must provide for force withdrawal after mission accomplishment.

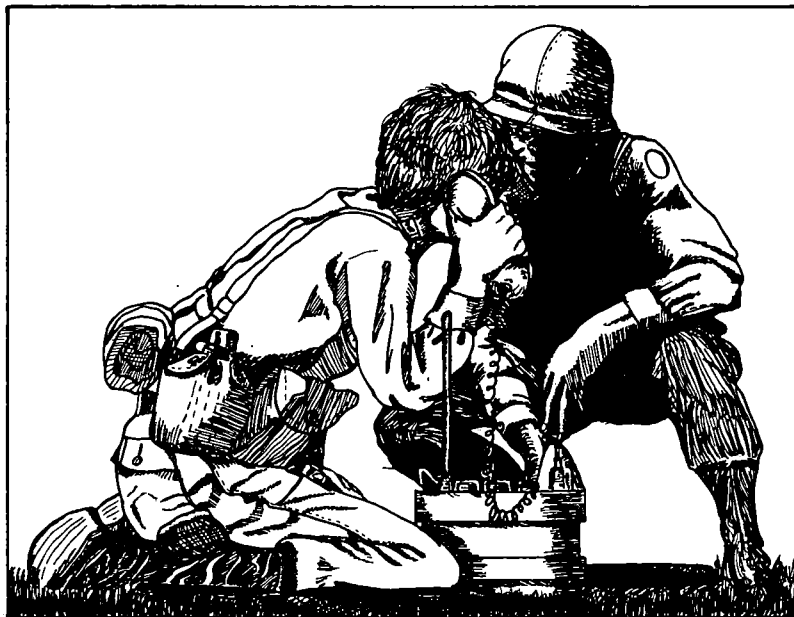
SECTION V OPERATIONS IN SELECTED AREAS

Remote Area Operations

Urban Area Operations

Border Operations

REMOTE AREA OPERATIONS



Remote area operations are undertaken in contested or insurgent controlled areas to establish operating bases and government strongholds. These remote areas may be populated by ethnic, religious, or other isolated minority groups. Remote area

operations also may be conducted to establish bases in unpopulated areas where insurgent forces have established staging areas, training areas, rest areas, logistical facilities, or command posts. The remote area may be in interior regions of the country or near border areas where major infiltration routes exist. Remote area operations normally are conducted by specially trained and selected units.

CONCEPTS. Remote area operations are conducted to establish areas of strength in order to provide operational bases to support strike campaigns or consolidation campaigns. Success of a given remote area operation is more assured when the local population is willing to support its programs. Support is more likely to be forthcoming if the government force contains personnel indigenous to the area who can influence the local population. Initially, strong combat and combat support forces are required to establish secure operational bases. A remote area operation may be conducted in areas with little or no population to interdict infiltration routes. Maximum use is made of special equipment to provide continuous coverage of suspected areas and routes. Firepower and combat forces, with an airmobile capability, should be prepared to quickly attack identified targets.

ORGANIZATION. To the extent possible, the tactical force should be composed of personnel indigenous to the operational area. The type of tactical force employed (regular forces or paramilitary) will depend on the objectives, characteristics of the area, attitude of the local population, political considerations, and the equipment and logistical support available. The size and composition of the tactical force are in part determined by the insurgent's influence over the population and the government's ability to recruit and develop an adequate local force. When the tactical force is recruited from local inhabitants, local leaders should be used even though their military ability may be limited. By using local leaders, assisted as necessary by advisors, better control and motivation are possible. Also, training, indoctrinating, and incorporating the local force into the governmental structure are facilitated.

OPERATIONS. In addition to tactical operations, remote area operations may include civil affairs, PSYOP, intelligence, populace and resources control, and advisory assistance operations. Most remote operations are long term and continuous. They are initially directed at disrupting the insurgent's operations and then destroying the insurgent armed forces. The insurgent infrastructure is destroyed as early as possible. Remote area operations include a preparation stage followed by the operational stages of offense, development, and completion.

■ **PREPARATION STAGE.** This stage entails delineating the area of operations, collecting and assessing data and information pertaining to the operational area, estimating resource requirements, training personnel, and preparing operations plans.

■ **OFFENSIVE STAGE.** This stage entails moving the force into the operational area, establishing a secure operational base, destroying or clearing insurgent tactical forces from the area, neutralizing or destroying the insurgent base area, neutralizing the insurgent political infrastructure, and establishing or reestablishing government control.

■ **DEVELOPMENT STAGE.** This stage entails conducting aggressive defensive operations, primarily by extensive patrolling; introducing and conducting short-term military civic action programs which may develop into

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long-term internal development programs; and training paramilitary or self-defense forces to include tactical operations, populace and resources control, intelligence, civil affairs, and PSYOP. Internal development activities initially may include such areas as health and education.

■ **COMPLETION STAGE.** This stage entails continuing development stage activities, transferring control to appropriate civil agencies, and expanding operations to adjacent areas.

URBAN AREA OPERATIONS

Operations in an urban environment require different emphasis and different techniques than those in rural areas. The presence of many people and the characteristics of the area will influence both insurgent and government operations. Armed forces may be required to reinforce police in combating riots and disorders provoked by the insurgents. Tactical operations may be necessary if the insurgents take direct action to seize urban areas or critical installations within them. FM 90-10 addresses tactical operations in urban areas. FM 19-15 addresses civil disturbances.

The population density requires emphasis on the use of nonlethal weapons and the careful use of weapons of destruction when the application of force is necessary. The application of the "minimum essential force" to minimize the loss of life and destruction to property requires detailed planning, coordination, and control.

Covert insurgent activity is extensive in urban areas. The government must emphasize intelligence and police operations to counter clandestine organizational, intelligence, logistical, and terrorist activities.

IDAD operations in urban areas may be part of a consolidation campaign.

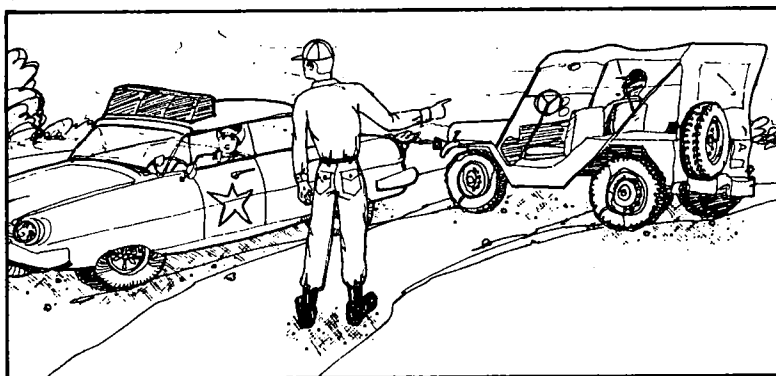
Urban areas are critical and require a continuing IDAD effort whether or not they are included in a specific campaign. Military forces should participate in IDAD planning and operations in urban areas during all phases of insurgency to be prepared to assist other national security/law enforcement agencies if situations requiring military forces develop.

OPERATIONAL ENVIRONMENT.

■ **CHARACTERISTICS.** An urban area normally includes:

- A large, concentrated population.
- Government facilities.
- Industrial complexes.
- Communications facilities.
- Transportation terminals.
- Storage facilities.

- Food markets.
 - Medical facilities.
 - Public utilities.
 - Education centers.
 - Ethnic, religious, and economic groups.
 - Manmade features (multistory buildings and subterranean facilities).
 - Police forces, paramilitary forces, and other law enforcement agencies.
- **GOVERNMENT ACTIVITY.** Urban areas need more government functions and services than rural areas. This requires more and possibly larger government organizations for operations. The activities and capabilities of all government agencies should be considered in planning and executing IDAD operations.
- **SUBVERSIVE ACTIVITIES.** A subversive element intent on destroying the government may strain the capabilities of local authorities. The insurgents will attempt to exploit local civilian organizations by subverting their goals and objectives. They will try to place them in opposition to the government. Terrorist activities and PSYOP will take place along with covert insurgent organizational, intelligence, and logistical operations. Police, internal security, and other government organizations will be high priority targets of the insurgents.



OPERATIONS.

- **GENERAL.** Operations require careful planning and coordination, particularly those operations involving application of force. Military forces designated to provide assistance, if needed, make plans and prepare to implement them. Military forces must be able to communicate with police and other agencies involved in the operations. They must collect and have readily available detailed information on area characteristics and critical installations.

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■ **INTELLIGENCE.** Intelligence data on an area of operations should include detailed information about its urban centers. Needed information should be gathered to supplement the information in the area intelligence files. It should include detailed city plans, subterranean construction, and location and description of all critical installations. Information should be field checked for accuracy. Information on IDAD activities and the insurgent situation must be kept current for operational plans.

■ **POPULACE AND RESOURCES CONTROL.** Populace and resources control activities in urban areas are critical to the overall effort to defeat an insurgency. It is best to implement them before the insurgent can develop a significant capability for armed conflict. Police intelligence operations support populace and resources control programs. Criminal acts such as robberies, kidnappings, terrorism, and extortion may be linked to insurgent psychological or money-gathering activities. Careful records and surveillance should be maintained over government and civilian sources of weapons and ammunition. Intelligence operations should also be targeted on production, collection, and storage activities which may form part of the insurgent's logistical system. Psychological operations justify restrictive measures such as rationing, curfews, searches, and setting up checkpoints and restricted areas when these measures are necessary. Military support may be required for urban populace and resources control operations if other security forces cannot handle insurgent activity.

■ **TACTICAL OPERATIONS.** Tactical operations may be required inside or near an urban area to defeat an insurgent attack. Any insurgent attempt to seize and hold an urban area will probably involve operations in nearby areas as well. When the police and other internal security forces can cope with the attack inside the urban area, military forces can best participate by establishing security around the urban area and by denying the insurgent reinforcement or support. When military forces are required to reinforce police or defeat insurgent forces inside the urban area, operations must be closely controlled and coordinated. Military forces should be withdrawn as soon as police forces can handle the situation.

■ **PSYCHOLOGICAL OPERATIONS.** PSYOP become more significant in urban areas because of the mass media present and the size and composition of the target audience. The government must seek and win the support of the major opinionmakers in the areas. These include news editors, radio and television personalities, religious leaders, educators, and leaders of organizations whose support of the IDAD effort will increase its chance of success. Emphasis should be placed on programs to improve and maintain a favorable image of government forces when they are operating in urban areas. Security forces should be continually indoctrinated on their role and how individual actions impact on the success of their mission.

■ A major activity of PSYOP in urban areas is the support of populace and resources control programs.

■ All PSYOP resources available in the urban area should be considered in planning support of tactical operations. If there is an insurgent attack, PSYOP resources can be used to avoid panic, direct the movement of

civilians, and assist in control and care for refugees.

■ **CIVIL AFFAIRS.** Since the military may have to deal with many civilians, CA operations require added emphasis. Military participation in populace and resources control programs and military support of civil defense may be major activities. Plans for and preparation to assist civilians in case of an insurgent armed attack are essential. This assistance may include:

- Rescue, evacuation, and medical care.
- Recovery and disposition of the dead.
- Handling refugees, evacuees, and displaced persons.
- Providing prepared food and/or means for food preparation.
- Issuing food, water, and essential supplies and materiel.
- Restoring utilities.
- Clearing debris and rubble from streets, highways, airports, docks, rail systems, and shelters.
- Damage assessment.

BORDER OPERATIONS

In an IDAD environment, armed forces may be responsible for border security, and they may have to help other security forces with immigration, customs, and internal security operations.

OBJECTIVE. The objective of border operations in an IDAD environment is to deny infiltration of insurgent personnel and materiel across international boundaries. Tasks which may be performed in attaining this objective include:

- Security of populated areas.
- Intelligence and counterintelligence operations.
- Operation of authorized points of entry.
- Refugee control.
- Enforcement of movement and travel restrictions.
- Psychological operations.
- Reconnaissance, surveillance, and target acquisition.
- Attacks against insurgent forces.
- Destruction of insurgent base areas.

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■ Barrier and denial operations.

CONCEPT. In Phase I insurgency, operations in border areas are normally a function of police, customs, and other government organizations. Armed and paramilitary forces may assist these organizations, particularly in remote areas. In Phases II and III, denial of external support for the insurgency may require combat operations in border areas. These operations require close coordination and cooperation between the armed forces, paramilitary forces, and all government agencies involved.

■ Physically sealing the border may not be possible since it could require the commitment of more government forces and materiel than overall national resources permit.

■ Since placing forces and barriers at all possible crossings or entry sites may be impossible, priorities should be established. Natural barriers must be used wherever possible. Using patrols, sensors, and obstacles in selected areas will increase the effectiveness of natural barriers. Herbicides, if approved for the area of operations, may be used to enhance the visibility in vegetated areas.

■ Barrier and denial operations are established after careful consideration of the threat, the environment, and the location of the infiltrator's probable targets and methods of operation.

ORGANIZATION. National border forces may be composed of border police and guards and may include paramilitary forces and regular armed forces with supporting or direct responsibility for portions of the international border.

COMMAND AND CONTROL. Border operations are planned, directed, and supervised from the national level. Authority to conduct these operations may be delegated to subnational and other area commanders.

STRUCTURING. Border task forces are tailored units designed to meet requirements in their assigned areas. They should contain sufficient combat support and combat service support elements to support operations for extended periods.

OPERATIONS. Restricted zones or friendly population buffer zones can be established if needed. Either of these operations, which could require relocating many persons, must be carefully planned. Although armed forces may assist, civil authorities normally are responsible for planning and carrying out a relocation program. Forced relocation should be held to a minimum. The 1949 Geneva Conventions prohibit forced population resettlement unless there is **CLEAR MILITARY NECESSITY**.

■ **SURVEILLANCE.** Continuous and detailed surveillance is required to determine infiltration and exfiltration routes and support sites, frequency and volume of traffic, type of transportation, number and type of personnel, amount and type of material, terrain and traffic conditions, and the probable location of base areas and sanctuaries. Aerial reconnaissance, unattended ground sensors, and ground reconnaissance patrols may be employed to insure adequate reconnaissance and surveillance of remote areas. Sur-

veillance and control of extensive coastal areas normally require the use of coordinated ground patrols on the shoreline, coordinated offshore patrols, aerial surveillance, strategic observation posts along the shoreline, and an effective system of licensing and identifying friendly military and civilian watercraft.

■ **MILITARY OPERATIONS.** Border units establish operational bases at brigade, battalion, and company levels to direct operations. Aviation, signal, engineer, and fire support augmentation usually is required.

■ **RESTRICTED ZONE.** A carefully selected area, varied in width and contiguous to the border, is declared a restricted zone. Persons living in this zone are relocated. Public notice is given that all unauthorized individuals or groups encountered in the restricted zone will be dealt with as infiltrators or insurgents.

■ **FRIENDLY POPULATION BUFFER ZONE.** Civilians living within the area of operations are limited to those believed to be loyal to the government. Persons whose loyalty cannot be established are relocated. This concept offers a good potential for establishing information nets and using loyal citizens in self-defense border units. It denies insurgents potential civilian contacts and base areas for border-crossing activities. A continuing PSYOP effort should be directed toward maintaining the morale and loyalty of the population.

SECTION VI OPERATIONAL GUIDELINES

General Guidelines

GENERAL

This section presents general operational guidelines which can be useful in planning and conducting IDAD. The doctrine provided in this chapter must be adapted to the requirements present in each SPECIFIC situation.

GUIDELINES

INSURE UNITY OF EFFORT. Internal defense and development require well-coordinated action and centralized control at all levels. The organizational basis for coordinating and controlling IDAD activities, including activities conducted by security forces, is described on pages 58 through 62 .

MAXIMIZE INTELLIGENCE. Intelligence must be the basis for all IDAD activities. Internal security requires an alert organization with special police functions that is capable of assessing the insurgent threat, warning the government, taking action to penetrate the insurgent organization, and assisting in neutralizing it. The government must develop and improve the intelligence capabilities of security forces.

MINIMIZE VIOLENCE. Although insurgent organizations may act violently, it does not follow that a host government must respond in the same manner. Instead, it should use its resources to minimize violence and maintain law and order. Depending on the situation, governments may act decisively to shorten the duration of violence, or they may proceed with caution, extending the duration, but limiting the intensity or scope of violence. In either case, "minimum essential force" is the guideline. To minimize violence a government should consider:

- Conducting campaigns and operations in a manner which enhances popular support and promotes compliance with its laws and directives.
- Developing and supporting organizations which provide opportunities for individuals and group development, nonviolent expressions of discontent, and the means to implement IDAD programs.
- Taking actions to minimize opportunities for insurgent groups to coordinate and practice violence.
- Employing loyal, disciplined security forces effectively to inhibit the insurgent from using violence.
- If security forces are used to suppress insurgency, applying controls and punishments with fairness and consistency to enhance the government's legitimacy and promote compliance with its laws and directives.
- Using those forces not required for maintaining "normal" law and order to assist the populace, as in military civic action, and in places where they provide a psychologically insignificant target. Security forces are necessarily in the public eye while maintaining normal law and order - - which varies from country to country.

IMPROVE ADMINISTRATION. The effectiveness of governmental policies, planning, and projects is influenced by the competency of governmental administration. In many developing countries the government must provide additional training, supervision, followup, and controls to insure that subordinate personnel and organizations follow national policies and properly implement and administer programs. An important element in administering IDAD programs is the loyalty, discipline, and morale of security forces.

HIGHLIGHTS

THE MOST EFFECTIVE AND ECONOMICAL WAY OF DEALING WITH AN INSURGENCY IS TO PREVENT IT.

MILITARY FORCES ACCOMPLISH IDAD OPERATIONS THROUGH THE CONDUCT OF

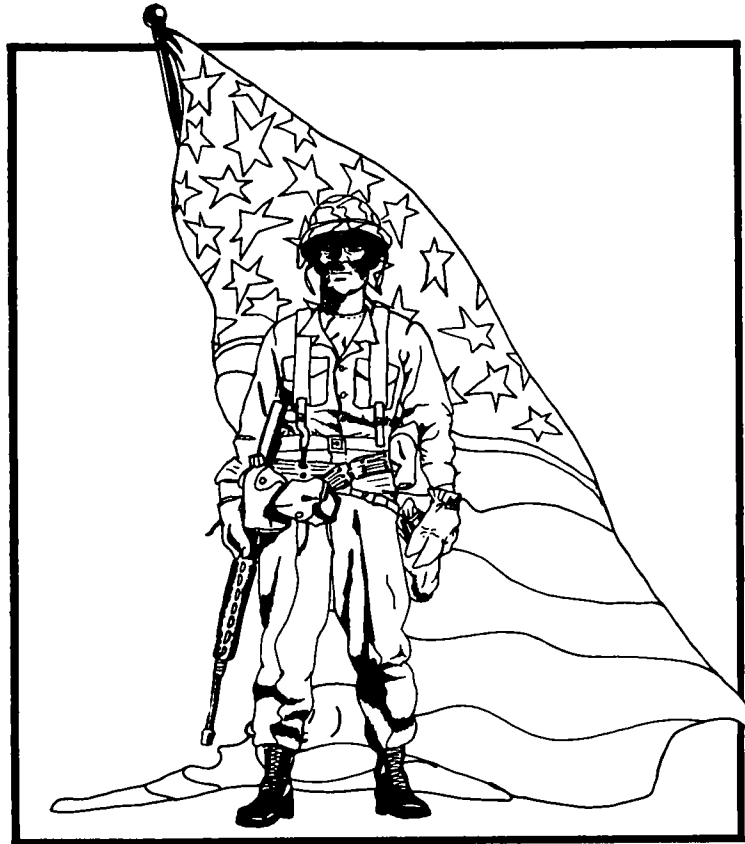
- ☐ INTELLIGENCE.
- ☐ PSYOP.
- ☐ CIVIL AFFAIRS.
- ☐ POPULACE AND RESOURCES CONTROL.
- ☐ TACTICAL OPERATIONS.
- ☐ ADVISORY ASSISTANCE.

IDAD CAMPAIGNS MAY BE CATEGORIZED AS

- ☐ CONSOLIDATION CAMPAIGNS.
- ☐ STRIKE CAMPAIGNS.

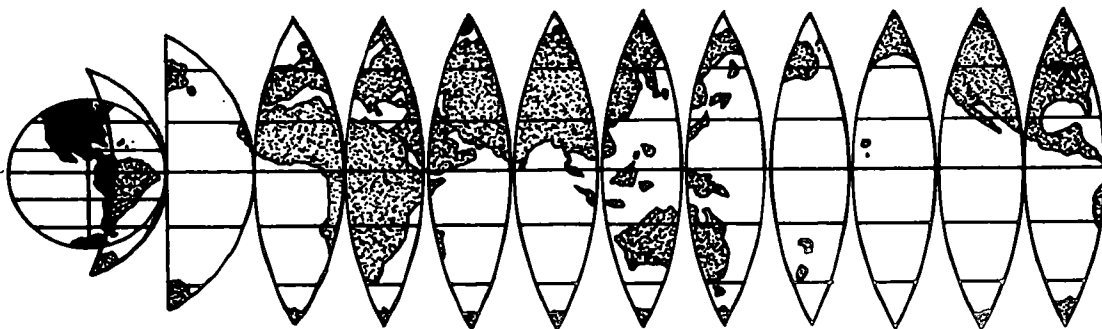
OPERATIONS IN SELECTED AREAS INCLUDE

- ☐ REMOTE AREA OPERATIONS.
- ☐ URBAN OPERATIONS.
- ☐ BORDER OPERATIONS.



CHAPTER 6

US FOREIGN INTERNAL DEFENSE OPERATIONS



SECTION I INTRODUCTION

General

US Foreign Assistance and National Security

GENERAL

This chapter provides information concerning US efforts to assist friendly foreign countries to establish and maintain their internal defense capability. It discusses various aspects of US involvement in foreign internal defense (FID), including the US security assistance program, roles and activities of military personnel assigned to security assistance duties overseas, and considerations of employing US forces in FID.

In section III, US Government agency responsibilities for foreign assistance are discussed. Appendix A lists many US Government and Department of Defense publications pertinent to US foreign assistance programs.

US FOREIGN ASSISTANCE AND NATIONAL SECURITY

US military and economic support for other nations contributes significantly to US national security and foreign policy objectives. Broad US interests include:

- A political and ideological interest in helping friendly nations contribute to a stable world order conducive to international cooperation.
- A security interest in assuring that strategic areas do not fall under unfriendly control and that free nations remain able to preserve their independence.
- An economic interest in assuring that resources and markets remain accessible to the United States and other friendly nations.
- A humanitarian interest in relieving suffering and improving the quality of life.

Briefly stated, US foreign policy includes a national commitment to encourage and support a peaceful world environment in which the security and continued

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development of the United States is assured, and in which the people of other nations have the opportunity to pursue their own aspirations.

The United States alone cannot meet all the security requirements of the free world and must depend upon the cooperation and participation of allied and friendly nations. This collective effort provides a unifying bond which enhances resolution of international as well as regional security issues. US foreign assistance programs are an integral part of the collective security effort and of the IDAD programs of many allied nations. In short, the United States seeks to keep its allies and friends strong so that they may collectively provide a secure, stable world environment.

SECTION II FOREIGN ASSISTANCE

US Foreign Assistance Programs

Development Assistance

Humanitarian Assistance

Security Assistance

Concepts

US FOREIGN ASSISTANCE PROGRAMS



The United States can provide assistance through a wide span of activities and programs. These range from disaster relief measures through economic and military assistance.

Intervention by various levels of US combat forces may be required to protect US interests in extreme cases; however, these measures are not considered a normal part of US foreign assistance programs and will be considered separately.

US foreign assistance programs to developing nations are largely based on US economic, political, and humanitarian interests in the future of these nations. How the social, economic, political, and military problems of developing nations are resolved will in large measure determine the prospects for a stable and tranquil world order and, ultimately, will impact on the security and economic well-being of the United States.

DEVELOPMENT ASSISTANCE

Development assistance is provided to selected countries for their economic and social development. Providing development assistance also may result in improved security or direct and immediate relief of human suffering, even though these are not its main purposes. Similarly, humanitarian assistance and security assistance will impact on development.

Development assistance is designed to support economic and social progress, to increase agricultural and industrial production, to educate and train people, to help prevent population growth from outrunning economic growth, to build lasting institutions, to reduce economic disparities, and to promote wider distribution of the benefits of economic progress. The goals of development assistance are fundamentally long term; they can seldom be achieved quickly.

Development loans and technical assistance are used separately and in combination to assist developing nations.

- Development loans finance a wide range of commodities and related technical services which developing countries need for such facilities as schools, clinics, irrigation works, and roads. These loans are repaid to the United States with interest. Interest rates charged to the borrowing country are lower than commercial rates, and long-term credit is arranged.

- Technical assistance is primarily concerned with people - their skills, their productivity, and the institutions they build and administer. It is aimed at assisting the people of developing countries to generate what is needed for economic and social growth and modernization. Self-sustaining growth depends on the effective use of natural resources, capital facilities, and labor. Technical assistance is designed to speed up the process by which people are educated, skills learned, and attitudes changed so they can more effectively help themselves.

The International Development Cooperation Agency (IDCA) is the principal adviser to the President and the Secretary of State on international development. IDCA is responsible for supervision and general direction of all developmental assistance programs. Its authority extends to those nonmilitary assistance programs under the provisions of the Foreign Assistance Act of 1961, Public Law 480, and similar legislation. The Agency for International Development (AID), a component of IDCA, is primarily concerned with developmental and humanitarian assistance; some of its programs are also security related.

HUMANITARIAN ASSISTANCE

Humanitarian assistance, another element of US foreign assistance, basically consists of welfare and emergency relief. The largest part of this support is in food programs for mothers and children as well as nutritional supplement programs for schools.

Disaster and emergency relief and refugee assistance comprise the second largest category in this group. These programs have helped in emergency situations overseas resulting from natural disasters, such as drought, floods, and earthquakes, and from war.

Humanitarian assistance programs are administered by AID and the IDCA in conjunction with the US Department of Agriculture. Most of the food programs under Public Law 480 are conducted by US affiliates of international voluntary agencies under arrangements made with AID.

SECURITY ASSISTANCE

US security assistance includes those programs used to assist friendly foreign countries to establish and maintain adequate defense postures to provide internal security and resist external aggression. The reason for furnishing such assistance is the belief that the security and economic well-being of friendly foreign countries is essential to the security of the United States. Security assistance programs also are designed to provide allied and friendly nations with the capability to resist aggression in accordance with regional defense agreements and US contingency plans.

Security assistance includes the selling or granting of defense articles, services, and training. In exceptional cases it can include economic supporting assistance to offset costs of maintaining armed forces. Specifically, security assistance provides military forces with the equipment, spare parts, supporting material, services, and training that enhances a nation's capability to deter aggression and maintain internal security. Training assistance is designed to improve effectiveness, promote proper usage and maintenance of equipment, establish a sound base for the nation's training activities, standardize procedures which will enhance combined military operations, and promote friendship and good will toward the United States.

There are FIVE major security assistance programs conducted by the US Government:

■ **MILITARY ASSISTANCE PROGRAM (MAP).** This program provides for transfers of defense articles and services to eligible foreign governments and international organizations as GRANT AID. It includes projects such as improvement of foreign communications capabilities and construction or upgrading of naval, military, and airport facilities. This aid fulfills military needs of friendly countries and international organizations which otherwise could not meet these needs from their own resources. The number of countries participating in GRANT AID programs continues to be reduced. The trend is toward foreign military sales (FMS) or commercial sales of defense articles and services. While not a major US security assistance program, the EXCESS DEFENSE ARTICLES (EDA) PROGRAM is closely related to MAP. It

enables the United States to reduce the cost of security assistance. This program offers defense articles in excess of US requirements to friendly countries and international organizations for either cash under the FMS Program or on a nonreimbursable basis to approved GRANT AID recipients.

■ **INTERNATIONAL MILITARY EDUCATION AND TRAINING (IMET) PROGRAM.** This program provides instruction and training to select foreign military and civilian personnel either in the US or overseas on a GRANT AID basis. It is designed to improve the ability of friendly foreign countries to use their own resources and to operate and maintain equipment acquired from the United States. IMET helps these countries develop greater self-reliance and improves their training capabilities. It encompasses:

- Formal and informal instruction of foreign students in the United States.
- Use of contract technicians and contractors.
- Training at civilian institutions.
- Technical education.
- Information publications.
- Training aids.
- Assistance rendered to foreign military elements by mobile training teams (MTTs) or technical field training service personnel.
- Orientation tours of US military installations.

The training promotes rapport between the armed forces of foreign nations and the US Armed Forces. It fosters a better understanding of the United States to include its people, political system, institutions, and its policies and objectives in pursuit of world peace and human rights.

■ **ECONOMIC SUPPORT FUND (ESF)** (formerly called Security Supporting Assistance). This fund is intended to promote economic or political stability in areas where the United States has special security interests and has determined that economic assistance can be useful in securing peace or averting economic or political crises. The ESF will enable a recipient to devote more of its own resources to security purposes than otherwise possible without serious economic or political consequences. This program provides economic aid on a loan or GRANT basis to finance commodity import programs, economic infrastructure projects, and general budget support as well as assistance specifically directed toward family planning, education, or refugee relief projects. It is administered by AID. When recipient nations attain reasonable political and economic stability, the United States shifts from the ESF to normal development assistance programs.

■ **FMS PROGRAM.** This program enables eligible foreign governments and international organizations to purchase defense articles, services, and

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training from the US Government (Department of Defense) with their own financial resources. This program also includes the sale to foreign customers of supply support arrangements designed to provide material, stocks, and maintenance support for US-made military materiel they purchase.

■ **FMS Financing Program.** The US Government recognizes that it is sometimes advantageous to encourage foreign governments to use US commercial sources to meet their defense needs. The United States has established an FMS credit program by which loans or repayment guarantees are provided to eligible foreign governments for the purchase of defense articles, services, and training from commercial contractors. All FMS activities are evaluated in the context of their impact on social and economic development programs in recipient countries and for their impact on incipient regional arms races. In accordance with US policies, sales will be approved to countries or international organizations to enhance internal security, legitimate self-defense, civic action, or regional collective agreements. FMS will not be approved to governments which are denying growth of fundamental rights or social progress to their people. The President of the United States may waive these limitations when he deems it important to the security of the United States.

The first three programs listed above are carried out under the FOREIGN ASSISTANCE ACT OF 1961 or successor legislation and are generally provided to recipients without reimbursement. The Foreign Assistance Act stipulates that the US Government retains residual title to all GRANT AID materials and requires GRANT AID recipients to return any surplus defense articles provided under this program. These articles may then be used to meet other MAP requirements.

FMS activities are conducted in accordance with the Arms Export Control Act of 1976 and succeeding legislation.

CONCEPTS

US security assistance is based on the following concepts:

The nations directly threatened will assume the primary responsibility for providing the manpower for their own defense, will devote a fair share of their other resources to their defense effort, and will make the best possible use of their resources.

Grant aid will be terminated as soon as possible, consistent with reasonable economic stability and growth. Transition to aid on a sales basis is made easier by the use of FMS credit.

Grant aid and credit resources will be concentrated in investment (capital) needs, with the receiving country assuming responsibility for the major share of operating and maintenance costs.

The combined development of assistance and self-help goals will consider such factors as threats, risks, costs, resource constraints, and manpower limitations. These factors assist in providing a realistic basis for the allocation of resources for security purposes.

Attention will be given to the economic consequences of military spending planned by other nations, lest growth of security expenditures undo the gains in economic development.

Helping recipient countries recognize the total costs of their forces will allow them to make informed choices in allocations of limited resources.

The recipient nation will assume increasingly greater responsibility for its own defense, for the fundamental decisions related to it, and for providing the necessary resources.

SECTION III ORGANIZATION AND RESPONSIBILITIES FOR US FOREIGN ASSISTANCE

Department of State
National Security Council System
Central Intelligence Agency
US International Communications Agency
Agency for International Development
US Country Team

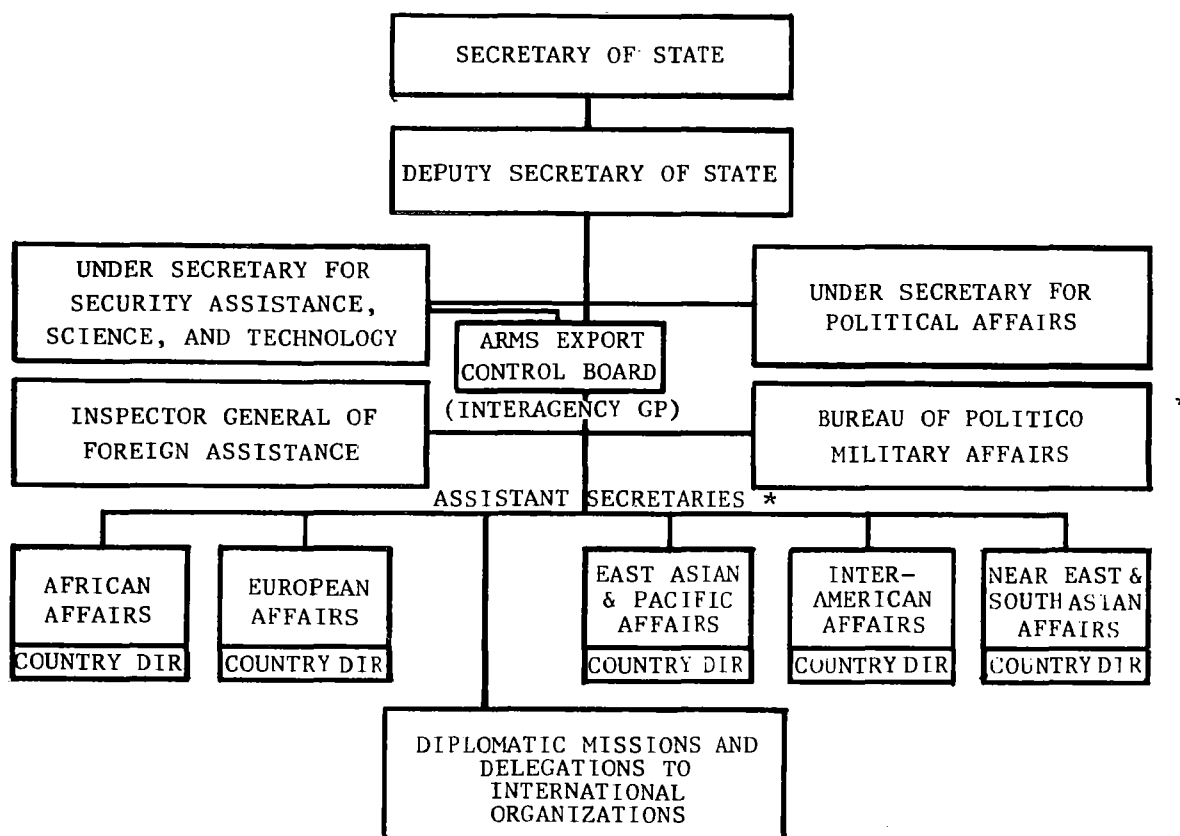
DEPARTMENT OF STATE

The President has assigned to the SECRETARY OF STATE authority and responsibility for overall direction, coordination, and supervision of interdepartmental activities of the US Government overseas. This includes continuous supervision and direction of the entire foreign assistance program. The major State Department elements through which the Secretary of State exercises this responsibility are shown in figure 6-1.

The UNDER SECRETARY OF STATE FOR SECURITY ASSISTANCE, SCIENCE AND TECHNOLOGY is responsible for coordinating the plans and programs of all US Government departments and agencies involved in security assistance activities. In order to meet this responsibility, he chairs an interagency review committee called the ARMS EXPORT CONTROL BOARD (AECB) which

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manages and coordinates security assistance matters.



*CHAIR CORRESPONDING INTERDEPARTMENTAL GROUPS OF NSC SYSTEM

Figure 6-1. State Department Organization for Foreign Assistance.

The INSPECTOR GENERAL OF FOREIGN ASSISTANCE is responsible to the Secretary for matters relating to the effectiveness of US foreign assistance programs, Peace Corps programs, and Public Law 480 (Food for Peace) activities. The Inspector General's office inspects these programs, makes recommendations to the head of the agency concerned, and follows up on action taken.

The BUREAU OF POLITICO-MILITARY AFFAIRS is a major element in forming national security policy. It advises the Secretary of State on issues and policy problems relating to defense and foreign policy.

Five ASSISTANT SECRETARIES direct the activities of the regional or geographic bureaus responsible for US foreign affairs activities. These assistant secretaries advise the Secretary of State in the formulation of US policies toward the countries within their regional jurisdiction. They also direct, coordinate, and supervise interdepartmental and interagency matters involving these regions.

COUNTRY DIRECTORS within each of the bureaus assist the assistant secretaries in their duties. They are responsible for overall guidance and interdepartmental

coordination relating to their assigned countries. These directors are the single focal point in Washington for serving the needs of US ambassadors, and they work closely with the US country teams overseas in administering and implementing US foreign assistance programs.

NATIONAL SECURITY COUNCIL (NSC) SYSTEM

The National Security Council, established by the National Security Act of 1947, is the principal forum that considers policy issues which require Presidential decision. It advises the President on the integration of foreign, domestic, and military matters relating to national security.

The NSC system is an interdepartmental and interagency advisory and coordinating system. The executive branch uses it to formulate foreign policy and national security recommendations. It also integrates and coordinates governmental efforts in the execution of approved foreign assistance policies. In effect, the NSC system provides for centralized planning, coordination, and policy formulation, and allows for decentralized execution of approved plans and policies by the various departments and agencies concerned.

THE CENTRAL INTELLIGENCE AGENCY (CIA)

The CIA coordinates intelligence activities of other US departments and agencies in the interest of national security. It is responsible for:

Advising the NSC in matters concerning such intelligence activities of the government departments and agencies as relate to national security.

Recommending policy to the NSC for the coordination of such intelligence activities of the departments and agencies of the government as they relate to national security.

Correlating and evaluating intelligence relating to national security and providing for appropriate dissemination of such intelligence within the government.

Performing such additional services of common concern as the NSC determines can be more efficiently accomplished centrally.

THE UNITED STATES INTERNATIONAL COMMUNICATIONS AGENCY (USICA)

USICA (also known as ICA) helps to achieve US foreign policy objectives by influencing public attitudes in other nations and by advising the President, his representatives abroad, and the various departments and agencies on the im-

plications of foreign opinion for present and contemplated US policies, programs, and official statements. It uses personal contact, radio broadcasting, libraries, book publication and distribution, press, motion pictures, television, exhibits, English-language instruction, and other means of communication to encourage constructive public support abroad for US policy objectives and to unmask and counter hostile attempts to distort or frustrate US policies.

THE AGENCY FOR INTERNATIONAL DEVELOPMENT

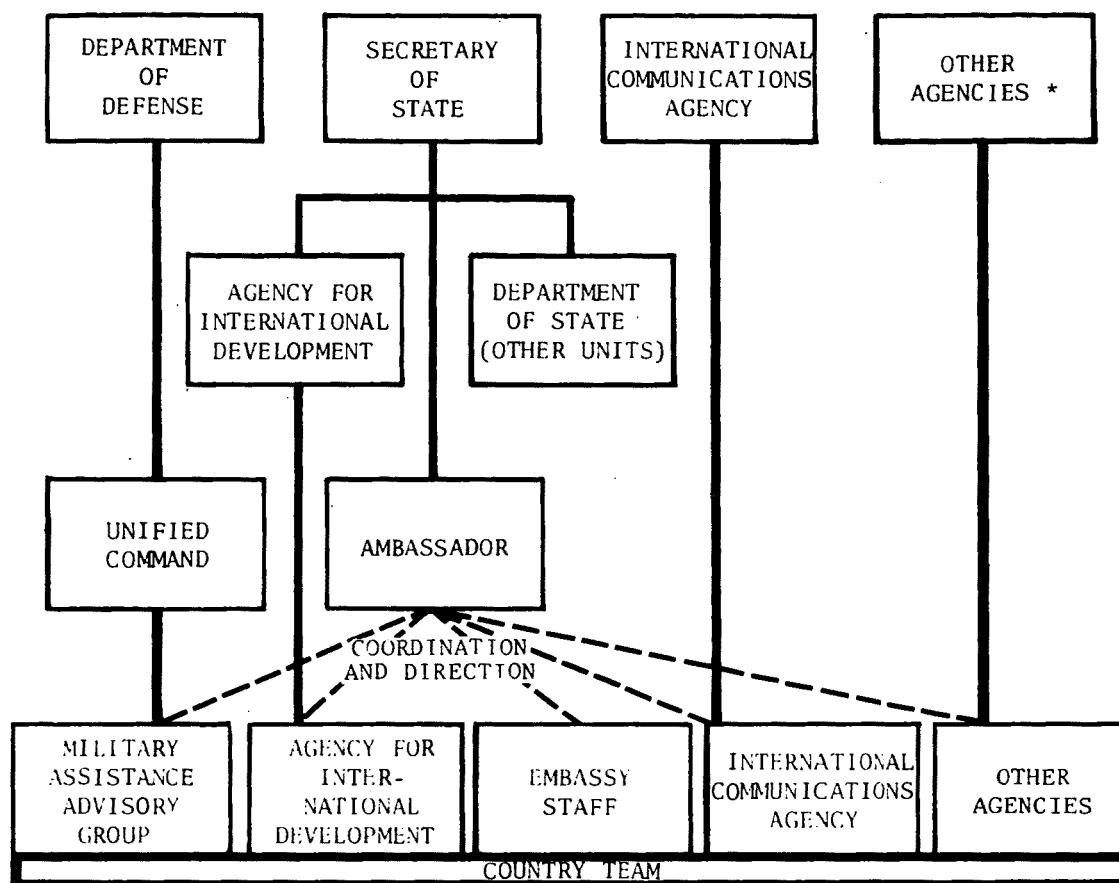
AID is an autonomous agency under the policy direction of the International Development Cooperation Agency. It supervises and gives general direction on all socioeconomic development assistance programs under the Foreign Assistance Act of 1961, Public Law 480, and similar legislation. AID plans and implements programs overseas to bring about economic and social conditions that will help to eliminate causes of discontent.

Although AID is primarily concerned with humanitarian and development assistance, some of its programs may be security related. These security-related programs are administered by AID, and the Director of AID in the host country insures that they are fully coordinated with the Department of Defense representative.

US COUNTRY TEAM

The US diplomatic mission to a host nation includes the representatives of all in-country US Government departments and agencies. The chief of the diplomatic mission, normally an ambassador, represents the President of the United States and functions within the organization of the State Department. The President has given the ambassador full responsibility for directing and coordinating the activities and operations of all elements of the US diplomatic mission. However, the ambassador's authority does not include US military forces operating in the field where such forces are under the command of a US area military command. In fulfilling his responsibilities, the ambassador promotes positive program direction by assuring that all US activities in the host country are relevant to current realities, are efficiently and economically administered, and are effectively interrelated so that they will contribute fully to US interests in that country as well as to regional and international objectives.

The term "country team" (fig 6-2) is an informal title that has evolved to describe in-country interdepartmental coordination among key members of the US diplomatic mission. In practice, the composition of the country team varies widely, depending on the desires of the chief of the diplomatic mission, the situation in-country, the US departments and agencies represented in-country, and the problems to be considered by the team. Although a US area military commander is not a member of the diplomatic mission, he usually participates as a member of the country team.



*TREASURY DEPT., AGRICULTURE DEPT., ETC

Figure 6-2. The Country Team Concept.

SECTION IV ORGANIZATION AND RESPONSIBILITIES FOR US SECURITY ASSISTANCE

State Department
 Department of Defense
 Joint Chiefs of Staff
 Military Departments

Unified Commands
Component Commands

STATE DEPARTMENT

THE UNDER SECRETARY OF STATE FOR SECURITY ASSISTANCE, SCIENCE AND TECHNOLOGY is responsible for coordinating policy, plans, and programs of all departments and agencies involved in security assistance activities. The Under Secretary of State, although subordinate to the Deputy Secretary of State, has direct access to the Secretary of State for security assistance matters.

The AECB is chaired by the Under Secretary of State for Security Assistance and is composed of representatives for the executive branch departments, such as NSC, DOD, JCS, State, AID, CIA, Arms Control and Disarmament Agency, Office of Management and Budget, and Treasury, which are involved in security assistance matters. With minimum paperwork these representatives can bring issues concerning security assistance to a level at which decisions can be made. Through the AECB, a closer tie is made between military assistance and military-related supporting assistance. This encourages mutually supporting programs and increases the efficiency of the US Security Assistance Program.

DEPARTMENT OF DEFENSE

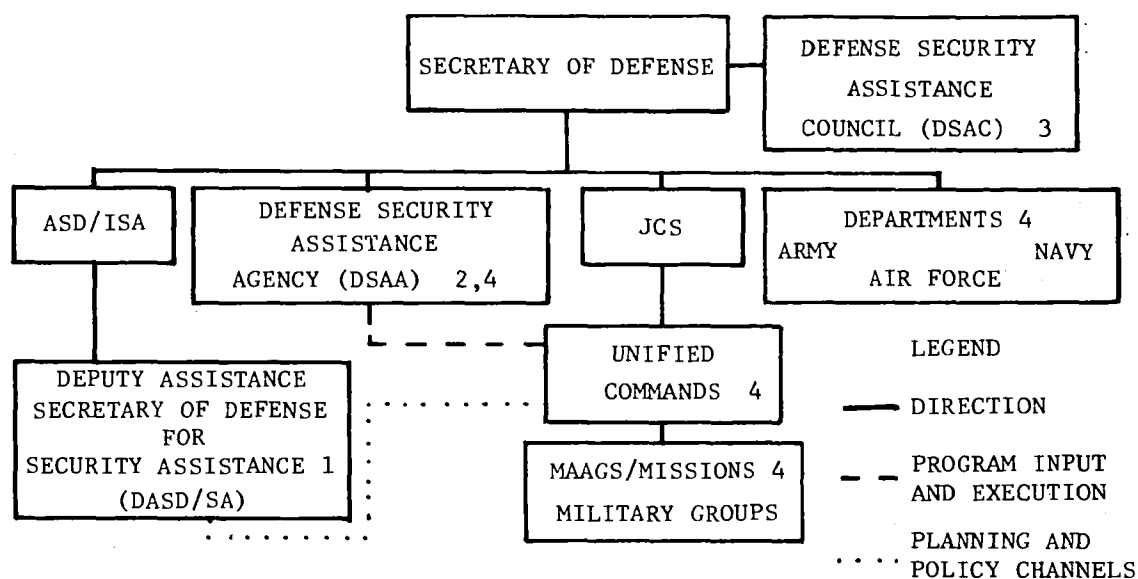
DOD has a major responsibility to assist selected countries to maintain internal security (fig 6-3). In fulfilling this responsibility, DOD assists these nations in achieving a proper balance of their military capabilities to meet external and internal threats.

The purpose of the DEFENSE SECURITY ASSISTANCE COUNCIL, which consists of key personnel from within DOD, is to advise the Secretary of Defense on security assistance matters and to insure these matters are fully coordinated within DOD.

Within DOD, the Secretary of Defense has delegated his authority to act on all DOD-related security assistance matters to the ASSISTANT SECRETARY OF DEFENSE FOR INTERNATIONAL SECURITY AFFAIRS (ASD/ISA). The ASD/ISA is the principal staff assistant to the Secretary of Defense in the fundamental field of international security as prescribed by the Secretary of Defense. His functions include:

- Formulating comprehensive DOD security assistance programs, including plans, policies, and priorities for approval by the Secretary of Defense.
- Insuring, through coordination with the Assistant Secretary of Defense (Comptroller), that the Security Assistance Program is integrated within the DOD Planning, Programming, and Budgeting System.
- Serving as the principal DOD point of contact and policy spokesman relating to security assistance.

To assist the Secretary of Defense and the ASD/ISA, two positions have been established. The first is that of DEPUTY ASSISTANT SECRETARY OF DEFENSE (INTERNATIONAL SECURITY AFFAIRS) FOR SECURITY ASSISTANCE (DASD/ISA (SA)), who is responsible to the ASD/ISA for DOD security assistance policy, planning, and program formulation for current and future years. The second position is the DIRECTOR, DEFENSE SECURITY ASSISTANCE AGENCY (DSAA), who is responsible for the execution of approved security assistance plans. The positions of DASD/ISA (SA) and Director, DSAA, are held by a single general or flag rank officer with two distinct staffs. This organization insures coordination and unity of purpose while separating planning and programming from day-to-day management.



- 1 DASD/SA IS ENGAGED IN LONG-RANGE PLANNING
- 2 DSAA IS ENGAGED IN DAY-TO-DAY OPERATIONS
- 3 DSA COUNCIL ADVISES SECRETARY DEFENSE
- 4 ROUTINE COORDINATION BETWEEN SERVICE DEPARTMENTS, UNIFIED COMMANDS, MAAGS, AND DSAA

Figure 6-3. DOD Organization for Military Security Assistance.

THE DEFENSE SECURITY ASSISTANCE AGENCY is especially designed to place increased emphasis on the management, control, and implementation of approved and funded military security assistance programs. The Director, DSAA, reports directly to the Secretary of Defense on administration of security assistance matters, thereby making his office more responsive in the day-to-day management of all DOD-approved security assistance programs.

THE JOINT CHIEFS OF STAFF (JCS)

The JCS play a key role in the US security assistance effort. The JCS assist the Secretary of Defense by means of joint plans such as the Joint Strategic Planning Document with its supporting analysis, Joint Strategic Capabilities Plan, Joint Security Assistance Memorandum, and the Joint Intelligence Estimate for Planning. In addition, the JCS continually review current and ongoing programs for specific countries and geographic areas to insure compatibility with US global security interests and to determine that military assistance resources are being used in a manner that promotes US strategic concepts.

All military-related security assistance guidance, plans, and programs promulgated at the national level are referred to the JCS for review and concurrence. Directives and communications pertaining to military assistance affairs are coordinated initially with the JCS to insure that force objectives, strategic concepts, and military plans are not being inadvertently circumvented or ignored. Program recommendations coming from the MAAGs and unified commands are also fully coordinated through JCS to insure consistency with US global security plans. Planning and policy matters coming from the MAAGs are coordinated through the unified commands and JCS to insure consistency with US global security plans "and interests."

MILITARY DEPARTMENTS

The military departments participate in developing, negotiating, and executing agreements pertaining to military security assistance programs. They provide advice on such matters as costs, availability, and lead time on military equipment and training to insure delivery of material and services. They also provide resources and administrative support necessary to move assets to recipient countries.

UNIFIED COMMANDS

The unified commands are vitally concerned with military security assistance activities and serve as the center around which the whole process revolves. Serving as an intermediate level for policy guidance and review between DOD and the MAAGs within the host countries, the unified command commander is responsible for insuring that all military security assistance plans and activities are coordinated, integrated, and in consonance with regional US defense plans.

Unified commands supervise the activities of MAAGs within their geographical area of responsibility to include providing MAAGs with guidance in preparing the military assistance grant aid and FMS portions of security assistance programs. The unified command must insure that US security assistance programs are correlated with military plans.

The channel of communication on approved security assistance programs is between the DSAA and the unified command. However, the DSAA is also authorized to communicate directly with the MAAGs. The normal flow of military security assistance planning matters is from the field through the unified commands to the ASD/ISA(SA) where the planning is coordinated and finalized. Upon approval, the programs are implemented through the DSAA.

COMPONENT COMMANDS

The Department of the Army's major overseas commands, component commands of the unified commands, in coordination with and as directed by the commander of the unified command concerned, participate in planning and executing military security assistance programs for countries within his area of responsibility. This participation includes the following primary functions.

Assisting in the development and execution of long-range plans including FMS and cooperative logistics.

Providing technical advice on weapons systems, tactics, doctrine, and information relative to logistics support; training and technical assistance by such means as MTTs and technical assistance teams (TATs); and any other assistance program.

Insuring that Army contingency plans and Army international activities with allied and friendly armies (such as field exercises, standardization conferences) are correlated with security assistance programs and US military objectives.

Conducting an expanded relations program with the ground forces of allied and friendly countries to strengthen friendship, to develop camaraderie and trust, and to institute and propagate mutually beneficial defense programs wherever feasible.

Advising on the capabilities and limitations of allied and friendly forces to include their capability to operate effectively with other forces in support of US contingency plans.

Advising on the organization, force objectives, and modernization programs of friendly armies.

Keeping informed of the item content of each country's security assistance program, providing advice and assistance directly to Army sections in the MAAGs, and making field trips to assist in accomplishing the security assistance mission.

SECTION V MILITARY ASSISTANCE ADVISORY GROUPS

General

MAAG Functions

Country Team Effort

GENERAL

DEFINITION OF MAAG. The term "Military Assistance Advisory Group," as used in this manual, encompasses security assistance organizations known as joint US military advisory groups, joint US military groups, US military missions, US military advisory groups, US military groups; and organizations known as Defense Field Offices, Office of Defense Cooperation, or Defense Attache Offices with US military representatives who are responsible for security assistance. The trend is toward smaller organizations and away from the designation "MAAG."

THE MAAG AS A JOINT ORGANIZATION. The MAAG is a joint group normally under the military command of the unified commander. The Chief, MAAG, is a member of the US country team (USCT) and represents the Secretary of Defense. He is responsible for keeping the ambassador informed, providing him advice on military security assistance matters and military aspects of IDAD. The Chief, MAAG, insures that military security assistance matters are coordinated with other US departmental representatives in the host country.

TYPE MAAG ORGANIZATION. A MAAG is normally divided into Army, Navy, and Air Force sections, each of which is responsible for accomplishing its service portion of MAAG activities. In a large MAAG, there may be joint, general, and special staffs. If the MAAG has an operational or training mission, it will have advisors who advise host country counterparts on operational and training matters. Each MAAG must be tailored to the host country to which it is assigned. For this reason there is no standard MAAG organization. For purposes of illustration, the organization shown in figure 6-4 is representative of a MAAG organization. This organization can be assisted in its advisory and training function by temporary assignment of survey teams, MTTs, technical assistance field teams (TAFTs), or technical assistance teams (TATs). These teams, which will temporarily augment and serve under the control of the MAAG, are generally paid for by the host country.

MAAG FUNCTIONS

GENERAL. The primary mission of the MAAG is to administer US military security assistance programs in the host country and, in an IDAD situation, to assist the host country armed forces with their IDAD programs and operations (fig 6-4). Chapters 4 and 5 provide the US Army MAAG advisor doctrine on the US concept for host country IDAD planning, organization, operations, and campaigns. Although MAAG missions vary according to existing host country requirements and US interests, they generally include advice and assistance concerning one or more of the following:

- Resource management.
- IDAD organization, plans, operations, and training.
- Military educational programs.
- Grant aid equipment, supplies, services, and training (including programing and monitoring responsibilities).
- Planning for and acquiring US FMS materiel, services, and training.

NOTE: Training and advisory functions of MAAGs are secondary to security assistance management functions. Advisory and training functions in support of IDAD require specific approval of US authorities.

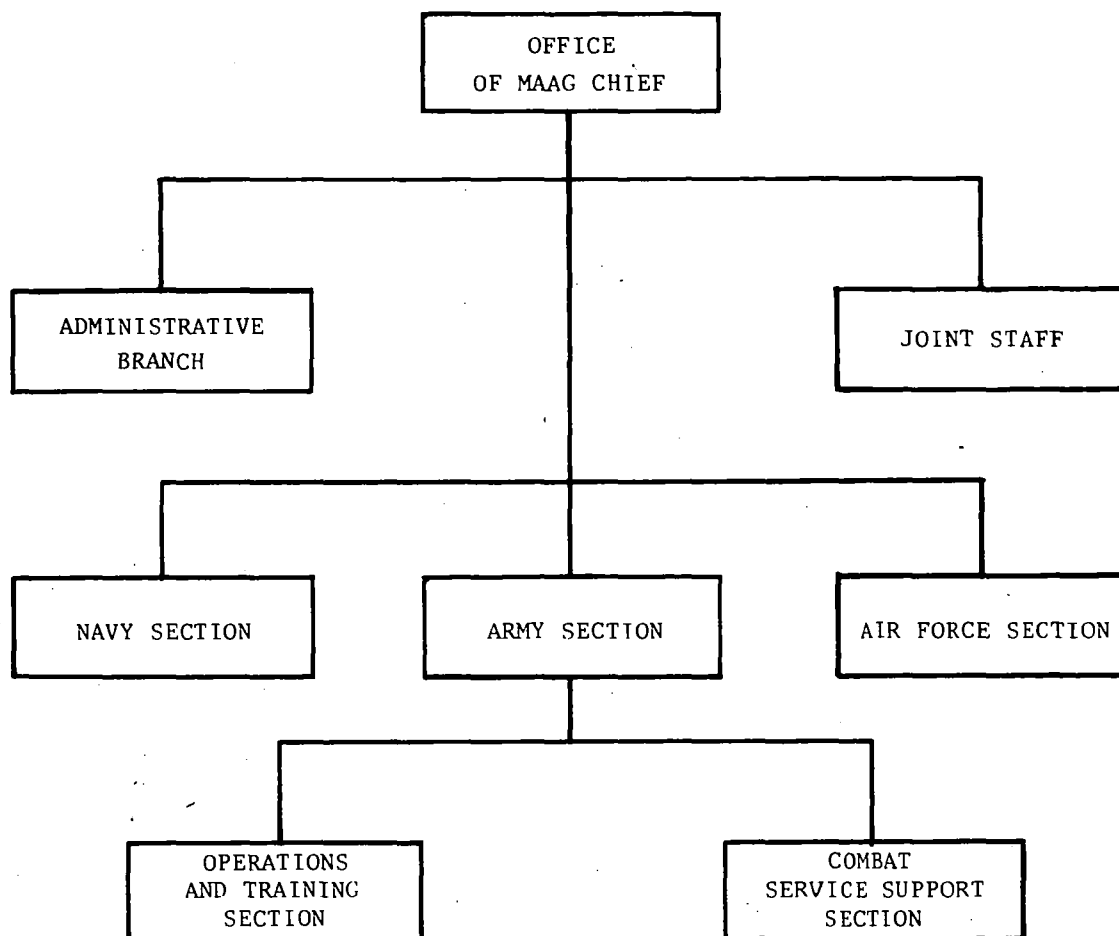


Figure 6-4. Type MAAG Organization.

MILITARY ASSISTANCE COMMAND. When US military security assistance includes sizeable US combat, combat support, and combat service support forces, a joint military assistance command may be established to assume the missions of the MAAG as well as the overall direction of US military operations. US combat forces should be under the operational command of a US commander of a joint task force or a subordinate unified command. US and indigenous forces should operate under the direction of a combined headquarters and an overall combined plan.

SPECIFIC MAAG FUNCTIONS. The chiefs of the MAAGs --

- Serve as representatives of the Secretary of Defense for security assistance matters with the military officials of the host country to which the MAAG is accredited.
- Establish and maintain liaison between the US Defense Establishment and that of the host country.

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- Establish and maintain a relationship of mutual trust and confidence with the host country's establishment.
- Develop security assistance plans and programs in coordination with the chief of the US diplomatic mission and other elements of the country team for submission to the unified command. This is done under the supervision of the commander of the unified command and must be consistent with DOD policies and country objectives and financial guidelines.
- Keep the ASD/ISA, DSAA, JCS, unified commands, component commands, and military departments, as appropriate, informed of security assistance activities in-country.
- Report on the host country's use of defense articles and services provided as grant aid.
- Assist the host government in arranging for purchase of defense articles and services to meet valid country requirements through FMS and commercial sales.
- Assist the DSAA and the military departments, as requested, in carrying out FMS negotiations with foreign governments.
- When appropriate, cooperate with and assist representatives of US firms in the sale of US defense articles and services to meet valid country requirements.
- Assist US military departments and their subordinate elements in arranging for the receipt, transfer, and acceptance of security assistance materiel, training, and other services in their country of assignment.
- Assist the host government in the identification, administration, and proper disposition of security assistance materiel that is excess to current needs. This will require reporting any unauthorized transfer of defense articles of US origin to third countries.
- Through the use of MTTs, TAFTs, and TATs, provide advisory services and technological assistance to the host country on security assistance matters. In developing nations provide advisory services, technical assistance, and training to develop a realistic capability to plan, program, budget, and manage the military resources of the host country.
- When requested by appropriate authority, act as channel of communications for the Assistant Secretary of Defense (Installations and Logistics) regarding production, research, and development and other logistical activities involving the United States and the government to which accredited.
- Perform such other functions as may be set forth in the MAAG's particular TERMS OF REFERENCE or otherwise directed by competent authority.

DOCUMENTS DESCRIBING MAAG RESPONSIBILITIES AND FUNCTIONS.

■ **DOD DIRECTIVE 5132.3.** This directive, titled **DEPARTMENT OF DEFENSE POLICY AND RESPONSIBILITIES RELATING TO SECURITY ASSISTANCE**, provides broad DOD guidance on the functions and responsibilities of the MAAG. It serves as the basic document from which the terms of reference are derived.

■ **TERMS OF REFERENCE.** In a document referred to as the terms of reference, the chief of the MAAG receives minimum essential guidance governing the organization and operation of the MAAG. The terms of reference are developed by the unified command, approved by the JCS and DOD, and include mission, command relationships, organization, administration, logistical support responsibilities, and functions of the MAAG. As roles and requirements change, additions or deletions are made to the terms of reference.

■ **DOD DIRECTIVE 5105.38-M.** This directive, titled **MILITARY ASSISTANCE AND SALES MANUAL**, sets forth responsibilities, policies, and procedures governing the administration of security assistance programs. It is the basic program management directive.

COUNTRY TEAM EFFORT

Under the US country team, the MAAG operates as the principal agency through which the US military contributes to the capabilities and efficiency of the host country military forces for participation in IDAD. The MAAGs must seek and support integrated country team efforts to insure effective assistance for internal defense forces. Only through this means can the diverse security assistance resources be fully coordinated for the benefit of the host country and US national interests.

Trends in US security assistance include an increasing emphasis on US security interests and needs, indigenous initiative and self-help, integrated US Government departmental planning, more efficient use of US defense resources, and international and regional security arrangements. These trends require that MAAGs give additional emphasis to assessing host country internal defense requirements and to coordinating and integrating MAAG plans with those of other US Government agencies in support of unified US country team efforts. An emphasis on cost effective assistance, a shift from grant aid to FMS, short-range security assistance programs that clearly support specific US long-term objectives and strategies, and more efficient host country management of total defense resources indicate the MAAGs must have strategic planning and management capabilities.

The MAAGs should participate actively in joint planning with other members of the country team. This is particularly important since comments of the chief of the US diplomatic mission accompany all program recommendations forwarded by the MAAG. The MAAG's primary assistance to the country team is in preparing the military portion of the country paper, an annual document which identifies interests and objectives and establishes priorities. Courses of action designed to achieve the objectives are spelled out and issues are identified and discussed. Preparing the country paper is the first step in the production of national policy papers referred to by several different titles. This executive paper provides the general policy framework for activities of all US Government agencies with respect to the country in question.

SECTION VI US ARMY ADVISOR IN FID

General

Functions of Security Assistance Personnel

Preparation of Security Assistance Personnel

Relationships of Advisory Personnel

GENERAL

The US Army advisor's participation in FOREIGN INTERNAL DEFENSE is considered here within the context of a US service representative serving temporarily as a member of a MAAG. The advisor will serve for a limited period and perform specified tasks. When possible, he should be a member of the Foreign Area Officer Program or have a similar background and training. He operates primarily with the host country military at the national level. THE PRINCIPLES, HOWEVER, WILL APPLY TO AN ARMY ADVISOR OR A MOBILE TRAINING TEAM working at any level within the host country military structure. The Army advisor is first and foremost a representative of the United States in a foreign country.

Intercultural communications are involved in an advisor-counterpart relationship, and advisors frequently find themselves dealing with counterparts of quite different cultural, educational, and military backgrounds. Also, the military situation in any host country will present problems which require resolution by means appropriate to the specific country.

The following paragraphs provide a brief discussion of the functions of security assistance personnel and the advisor's relationship with the MAAG, the US country team, and the host country military establishment.

FUNCTIONS OF SECURITY ASSISTANCE PERSONNEL

The primary functions of security assistance personnel are logistics management, transportation, fiscal management, and contract administration of the security assistance programs.

To perform these major functions, security assistance personnel - -

- Maintain liaison with host government defense and military establishments.
- Operate with the host country military, primarily at the national level, interpreting US policies, resolving problems pertaining to delivery of materiel, and obtaining technical assistance for defective materiel.
- Provide host governments with information necessary to make decisions concerning acquisition, use, and required training involved in obtaining defense articles and services from the United States through security assistance programs.
- Obtain information needed to evaluate host military capability to employ and maintain equipment being requested and to process the foreign security assistance proposals of foreign governments.
- Maintain a continuing dialogue with host country defense officials on military matters such as threat, host country capabilities, and other matters related to US goals.

PREPARATION OF SECURITY ASSISTANCE PERSONNEL

Security assistance personnel need a wide array of skills to handle the diversity of activities encompassed in security assistance operations and to cope with different cultures. They must have a broad educational foundation that will permit them to fully understand their own social system as means to a better appreciation of the social systems of developing nations. Geographic and cultural area study programs can contribute to an understanding of the particular society in which they will be working. Language training is of major importance when face-to-face contact is a significant part of their assignment. The DOD system for training security assistance personnel is designed to provide the specialized education necessary for assignment to developing nations.

The selection and training of security assistance personnel is specifically delineated in DOD Directive 2000.10, Selection and Training of Security Assistance Personnel. An Army career specialty program, the Foreign Area Officer Program, provides a means for procuring and training specially qualified personnel for security assistance positions. Security assistance personnel may also be selected from other fully qualified individuals.

RELATIONSHIPS OF ADVISORY PERSONNEL

RELATIONSHIP WITH MAAG. The US Army advisory element will normally operate as part of a MAAG organization either as an element of the Army section if it

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exists or directly for the MAAG. As such, US Army advisory personnel require an appreciation of the security assistance responsibilities and functions of each of the other services represented in the MAAG. They should be familiar with the full scope of the MAAG operations in order to effectively perform their mission.

RELATIONSHIPS WITH US COUNTRY TEAM (USCT). A US Army advisor may also find himself working and coordinating with civilian members of other USCT agencies. He must know the functions, responsibilities, and capabilities of the other USCT agencies since many activities cross jurisdictional boundaries. The exact relationship between USCT members will depend on the desires of the chief of the diplomatic mission. At times the advisor will have to seek out the other members of the USCT for coordination. Whatever the situation, the chief of the MAAG normally obtains concurrence of the chief of the US diplomatic mission prior to advisory personnel holding discussions with host country military authorities on substantive security assistance issues.

RELATIONSHIP WITH HOST COUNTRY MILITARY.

The primary prerequisite for effectively advising a counterpart is an understanding of his sociological, psychological, and political makeup. Accomplishment of the advisory mission often depends more upon positive personal relationships between US advisors and host country counterparts than upon formal agreements. Advice offered by advisors may be the least desired assistance and only tolerated to obtain materiel and training assistance. Even when accepted, host country military leaders may not immediately act upon advice given by their US advisors. In times of crisis, regardless of how valid and logical the recommendations of US military advisors may be, the military leadership of most developing countries will act within the framework of its own sociopolitical culture and experience. Often, what may appear logical to the advisor may not appear logical or practical for political, cultural, or economic reasons to those he advises. Also, host country military leaders, while outwardly agreeing with the advisor on needed changes, may actually be undermining the accomplishment of reforms and attempting to preserve those traditions and practices from which they derive their power and influence.

US Army advisors may have limited influence in host country internal security matters. This may not be solely the result of the relationships with the host country counterparts because the US Army's role in internal defense in a particular host country may be relatively minor in view of the overall US security assistance effort. Also, there may be some identifiable factors which are attributable to the peculiarities of the host country military. The military activities in developing nations are often determined more by political consideration than by military logic; and political objectives and constraints, rather than military operational capabilities and effectiveness, often dictate the roles, missions, and organizational strength and composition of host country military and other security forces. Another factor is threat perception. Many developing nations perceive the major threat to their national security as being external and, therefore, may tend to underestimate the seriousness of an internal insurgent threat. Consequently, they may organize, train, and equip their military forces primarily to meet an external threat.

The host country's capability to plan for and manage its total defense resources is the advisor's primary concern. The military of developing nations may not develop a capability to fully manage their defense establishments and resources if they continue

to request US advisory assistance in areas where they have already achieved efficiency. Overreliance on US advisors tends to delay the self-sufficiency process. The attainment of self-sufficiency can be best accomplished through the training of key military personnel in resource management principles. While size and sophistication of a country's military establishment determines the scope of defense resource management, certain basic principles are applicable to all countries and define the primary areas for providing training assistance. These areas are defined as those methods and procedures used in the host country's defense establishment that deal with resources (manpower, money, property, weapons, equipment, services, and materials) and those actions involved in management of such resources (planning, budgeting, acquisition, use, consumption, storage, and disposition). A definitive discussion of these functional areas is contained in Chapter E, Part II, Military Assistance and Sales Manual.

SECTION VII LEGAL ASPECTS

General

Bodies of Law

GENERAL

US commanders, senior advisors, and their subordinates should be familiar with the legal basis for their presence in a foreign country to assist its government and armed forces. At the very least, they should understand the basic rules of international law and domestic law that authorize these operations and the major restrictions imposed upon them by law. See pages 40 and 41 on legal status of insurgencies and insurgents.

BODIES OF LAW

Three bodies of law are relevant to the conduct of US Army operations in IDAD: international law, consisting of customs, international agreements, and general principles recognized by civilized nations; United States law; and the law of the host country. Collectively, these laws regulate the status and activities of the armed forces engaged in such operations. Should questions arise concerning law, the Staff Judge Advocate or other official legal advisor should be consulted.

INTERNATIONAL LAW. The rules of international law applicable to US, allied, and host country forces can be found in the writings of experts, international agreements, and judicial decisions. International agreements are the most important

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source. These prescribe most of the reciprocal rights, powers, duties, privileges, and immunities of the US Armed Forces stationed abroad and of the governments of the host and allied countries and their respective armed forces. They also regulate, to some extent, the relationship between the opposing parties in internal conflicts. In this realm, the international agreements that regulate the status or activities of US forces offer the best guidance. These agreements are of three general types: MAAG agreements, mission agreements, and status of forces agreements. The US Army is committed to conduct foreign internal defense operations in accordance with the applicable provisions of international law of war, including those of the Geneva Convention of 1949 and others set forth in FM 27-10 and DA Pam 27-1.



UNITED STATES LAW. United States law -- as expressed in statutes, executive orders, Department of Defense directives and instructions, Army regulations, directives and regulations issued by the unified command and by the Army component command -- is applicable to US forces in the host country. Areas such as military justice, control of public funds, procurement of supplies, and disposition of property continue to be regulated by US domestic law. Copies of publications containing applicable US laws should be on file at the headquarters of the military assistance organization in the host country.

HOST COUNTRY LAW. The law of the host country establishes the rules under which IDAD is to be conducted. This body of law emanates from the various levels of government and from the agencies functioning at each echelon. The host country laws governing the employment of labor, currency, foreign exchange transactions, the separation of powers, local purchases, judicial procedures, control of the populace and resources, and emergency legislation in general are of major importance and must be understood by US advisors, commanders, and staff officers. Detailed guidance in this area normally is obtainable through the local US consul, a legal advisor or local attorney employed by the US diplomatic mission, or judge advocate.

CLAIMS ADMINISTRATION. Activities of US Army personnel serving in allied countries will occasionally result in personal injuries, deaths, and property losses to

other individuals and entities. Also, US Armed Forces personnel may be injured and their property, or that of the US Government, may be damaged under such circumstances. Claims against the United States which arise in foreign countries are settled under a variety of statutes implemented by AR 27-20. These claims statutes are the Military Personnel and Civilian Employees Claims Act of 1964, the Foreign Claims Act, the Military Claims Act, and the Non-Scope of Employment Claims Act. Also, many claims which arise in foreign countries are settled under a Status of Forces Agreement. Article VIII of the North Atlantic Treaty Organization (NATO) Status of Forces Agreement, for example, provides for the settlement of claims arising out of NATO operations. Claims in favor of the United States are settled under either the Federal Claims Collection Act of 1966 or the Medical Care Recovery Act, both of which are implemented by AR 27-40.

SECTION VIII UNITED STATES ARMY FORCES

The Army's Role in FID

Tiers of Forces

Mobile Training Teams

Security Assistance Forces

SAF Elements

Brigade-Size Backup Forces

THE ARMY'S ROLE IN FID

The Army has been assigned a major role in providing military assistance to selected allied nations in support of US national interests. Initially the assistance provided may be training, advice, and materiel. In some special cases, it may include ground combat support as well. The degree of participation by US Army units will be determined by US policy, US interests, an analysis of the insurgent threat, and the capabilities and desires of the host country government.

Responsibilities of the US Army include - -

- Providing military assistance in conjunction with the Navy and Air Force to designated friendly countries.

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- Developing language-trained and area-oriented Army forces and personnel as necessary to train, advise, or assist indigenous forces.
- Acting as the executive agent for the Joint Chiefs of Staff for CA planning.
- Conducting research and development activities in support of internal defense and internal development to include PSYOP and CA within its area of responsibility.
- Conducting intelligence and counterintelligence operations.
- Developing, in coordination with other services, the doctrine, tactics, procedures, techniques, and equipment to be used by Army and Marine Corps ground forces, except for those used in amphibious operations.
- Participating with the other services in joint internal defense training and exercises as mutually agreed by the services concerned.
- Being prepared to provide MTTs combat service support, combat support, and combat units.

The Army provides support to the IDAD effort of other US governmental agencies by - -

- Administering Army aspects of security assistance.
- Participating in the development of joint plans.
- Supporting the State Department Cultural Exchange Program by exchange of US and foreign military personnel for visits, training, and education.
- Supporting the USICA through direct liaison at national and field levels. The Army provides timely information to ICA on Army matters which will have an impact on foreign nationals. Army PSYOP personnel may operate with ICA posts at regional level and, in certain cases, assist in the development and conduct of PSYOP.
- Maintaining facilities to conduct instruction and professional training in civil-military operations, PSYOP, and CA.
- Supporting AID through direct liaison at national and field level. Army personnel support AID operations by administering Army aspects of security assistance that impact on military/civil action and military and paramilitary activities.
- Supporting other US agencies when directed.

TIERS OF FORCES

In addition to the members of the MAAG in a host country, the US Army has three

tiers of forces upon which the commanders of unified commands and the chiefs of MAAGs can draw to support IDAD. In most cases, the US elements described below will be employed to advise and train host country forces, although elements can also provide combat support and assistance to these forces.

The first tier consists of US Army security assistance forces organized by the Army to support commanders of unified commands. The SAF is a specially trained, area-oriented, partially language-qualified ready force that is available to the commander of a unified command for the support of operations in situations short of open hostilities and in limited and general war. SAF organizations may vary in size and capabilities according to theater requirements. This force may be strategically located and can provide skilled and readily available MTTs to assist a MAAG in its training requirements. Page 128 contains additional information on the SAF.

The second tier is drawn from overseas-based general purpose TOE units that are designated as brigade-size backup forces. These may include forces consisting of combat, combat support, and combat service support units designated as backup forces for the SAF. These backup forces should be partially language qualified, area oriented, and trained in IDAD. They can provide MTTs and operational units of sizes and capabilities consistent with mission requirements. Generally, their elements are committed when the capabilities of the SAF have been exceeded. Page 134 provides additional information on backup forces.

The third tier consists of CONUS-based SAFs and general purpose forces. In consonance with contingency planning, area-oriented, brigade-size backup forces may be trained for FID and designated for employment in specific areas of the world. The third tier satisfies requirements that exceed those of the first and second tiers.

MOBILE TRAINING TEAMS

MTTs, one type of security assistance team, can be provided to fill training requirements which are beyond the capability of the in-country military assistance organization. AR 550-50 contains detailed information on MTTs.

The purpose of MTTs is to provide the host country a self-training capability in a particular skill. This is accomplished by training selected host country personnel who will then constitute an instructional base for continuing the training.

MTTs are not programed for more than a 6-month period.

The MTT will be tailored so that it provides the specific capabilities required for its mission. Under most circumstances, the MTT will operate directly under the operational control of a MAAG. A specific command and control element can be included in the MTT when required by the mission.

The MTT mission is a normal function of an SAF. When requirements are beyond the capabilities of an SAF assigned to a unified command, an MTT can be constituted from general purpose forces within the unified command. MTTs may also be furnished from SAFs or general purpose forces in CONUS.

SECURITY ASSISTANCE FORCES

The SAF is a composite organization of units organized under a Special Forces group headquarters. Each SAF is structured to meet the requirements of the command to which it is assigned. The organizational structure is based on the concept of employing MTTs and small detachments to fulfill specific mission requests in a specified time period. The flexibility of organization and the wide range of skills available in the SAF provide the Army with forces to temporarily augment the capability of the MAAG whose mission is to provide military assistance for IDAD. Detailed information about the SAF elements is provided in the appropriate TOE.

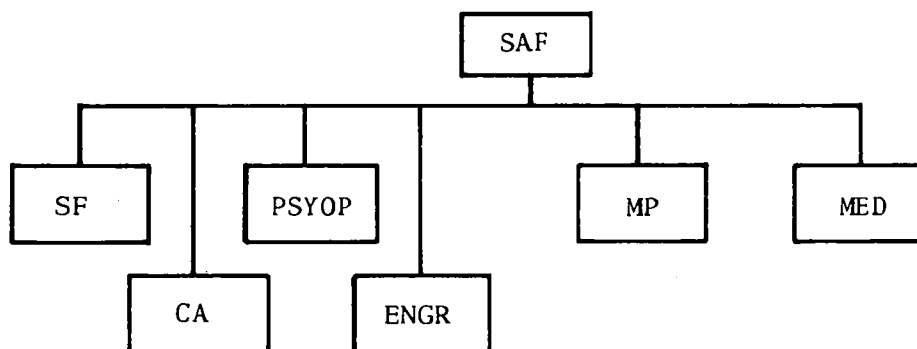


Figure 6-5. Type Security Assistance Force (SAF).

The SAF normally consists of a Special Forces group as the nucleus, augmented with CA, PSYOP, engineer, medical, and military police units. Elements of the SAF can provide, on a small scale, a wide range of advice and assistance on IDAD activities and techniques (fig. 6-5).

The mission of the SAF in FID is to assist MAAGs by providing training, operational advice, and assistance to host country forces.

Visits to the host country by SAF representatives before deployment will be beneficial and should be requested whenever possible. They should gather information concerning the anticipated mission, organization, concept of operations, control, and logistical support, including personal services available in the host country, in order to prepare the force adequately and insure its success upon arrival in-country. In most cases, the resources available to the MAAG will be adequate to support small elements of the SAF with medical, dental, legal, postal, finance, exchange, commissary, and other services normally available through US military or civilian agencies. Transportation and maintenance requirements must be considered. Host country transportation resources may be available and adequate. Using in-country resources is preferable to establishing additional US support activities for short-term operations.

Within the SAF, the organization of the Special Forces group provides a command and control system that facilitates administration, logistical support, and operational control of deployed elements. In addition to the group headquarters staff, the Special Forces battalions and companies have unit staffs that can be deployed to serve as command and control elements. When augmented, these unit staffs can provide limited administrative and logistical support for deployed operational detachments.

SAF ELEMENTS

The commander and the staff of the Special Forces group function as the commander and the staff of the SAF. The Special Forces group staff includes a civil-military operations (CMO) officer, who has staff responsibility for CA and PSYOP. Special staff elements include a surgeon, staff judge advocate, communications-electronics officer, engineer, comptroller, and a chaplain. Military police and other organizations also provide special staff officers when assigned or attached to the SAF.

AIRBORNE SPECIAL FORCES GROUP (fig. 6-6).

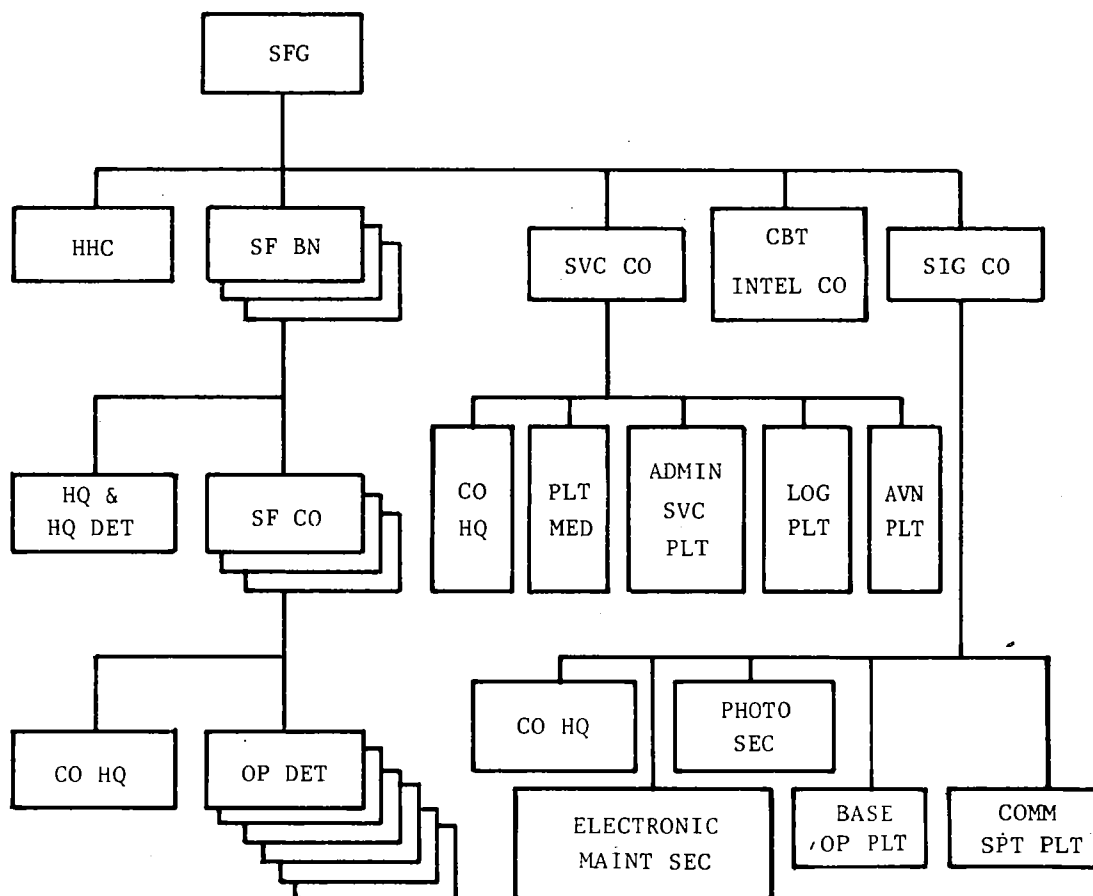


Figure 6-6. Airborne Special Forces Group.

- The airborne Special Forces group is organized under TOE 31-101. Major elements are headquarters and headquarters company, a combat intelligence company, a signal company, a service company, and three Special Forces battalions.
- The Special Forces group provides the following capabilities for FID.
 - MTTs and operational detachments which may be deployed to meet the requirements of a MAAG or a military assistance command.

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- A system of command and control of deployed elements of the SAF when required.
 - Limited administrative and logistical support for deployed elements of the SAF when required.
 - Intelligence and operations security support and electronic warfare advice to deployed elements of the SAF when required.
 - A Special Forces operational base and forward operational bases when major elements of the SAF are deployed.
- Outside the United States, the Special Forces group is assigned to the major US Army command and is under the operational control of the overseas unified command. CONUS-based Special Forces groups are assigned to US Army Forces Command (FORSCOM) and when required will be under the operational command of a US-based unified command. Whether operating as a separate organization or as the major element of a designated SAF, the group trains its detachments to meet area requirements for MTTs. Detachments, MTTs, and command and control elements are placed under the operational control of the Chief, MAAG, when deployed to the host country. Mission requirements vary from assistance by individual advisors to the support and assistance from an entire Special Forces group. See FM 31-20 for doctrine for Special Forces operations.

CIVIL AFFAIRS. The CA unit of the SAF provides professional and technical assistance and advice to US and indigenous officials, agencies, and military forces to strengthen the host country's social, economic, and political posture.

- The CA unit is structured according to the requirements of the SAF. It can range in size from a platoon to a battalion with appropriate headquarters and staff elements and functional teams drawn from TOE 41-500. As an example, a CA company can be organized with a company headquarters, 1 to 10 platoon headquarters, and the required number of language and functional teams to operate in the four broad functional categories of government, economics, public facilities, and special functions. A CA unit may be structured to provide any of the following skills:

- Governmental functions

- Civil defense

- Labor

- Legal

- Public administration

- Public education

- Public finance

Public health

Public safety

Public welfare

■ Economic functions

Civilian supply

Economics and commerce

Food and agriculture

Property control

■ Public facilities

Public communications

Public transportation

Public works and utilities

■ Special functions

Arts, monuments, and archives

Civil information

Cultural affairs

Displaced persons, refugees, and evacuees

■ The CA unit can - -

■ Provide MTTs, individuals, or functional teams to support the activities of other SAF elements or MAAGs.

■ Assist in preparing area studies and surveys.

■ Analyze conditions to determine the basic causes of insurgency and recommend action to reduce or eliminate these causes.

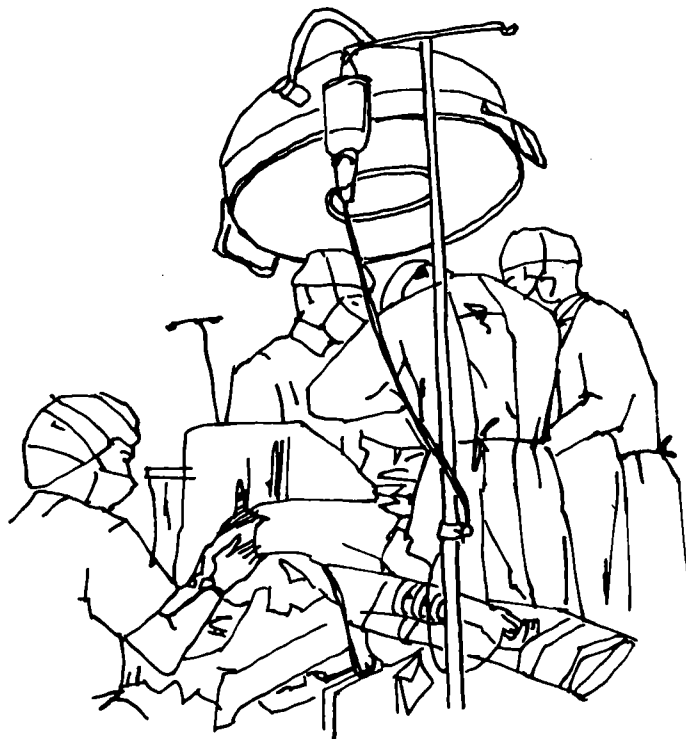
■ The CA unit supports the missions of the SAF. Its platoons, functional teams, and individuals can be attached to other elements of the SAF, MAAGs, or other US headquarters to support indigenous military forces in IDAD. See FM 41-10 for doctrine for CA operations.

PSYCHOLOGICAL OPERATIONS. The PSYOP unit provides training, advice, and operational assistance to other SAF elements and indigenous military forces to strengthen the host country's PSYOP programs. It can also assist a MAAG or US civil

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agency in the host country.

- Specific organizations and numbers of teams are determined by the requirement of the area of operations. As an example, a company may include functional teams drawn from TOE 33-500 and consist of elements for command and control, operations, supply, liaison, and a number of control and operational teams suitable for MTT employment. Mobile training and operational teams are tailored to meet the specific SAF mission requirements.
- The PSYOP unit can provide MTTs, individual, or operational teams to support the PSYOP activities of other SAF elements or MAAGs. It also can provide training, advice, assistance, and support to indigenous forces and civil agencies engaged in PSYOP programs.
- The PSYOP unit supports SAF missions. Its platoons, operational teams, and individuals can be attached to SAF elements, MAAGs, or other US headquarters. Support to indigenous military forces engaged in IDAD may include training, assistance, and advice in all aspects of PSYOP. See FM 33-1 for PSYOP doctrine, techniques, and procedures.



MEDICAL UNIT. The SAF may require medical capabilities above those authorized in the Special Forces group. In this case, further augmentation of the medical platoon headquarters in the Special Forces service company may be authorized, or a separate medical unit can be used to augment the SAF.

- A medical unit augmentation for the SAF may be tailored from appropriate medical unit TOEs and individual medical specialists. This unit must have a flexible organization and provide medical command and control teams and medical advisory

support teams.

■ Missions assigned the SAF medical unit include - -

- Providing mobile medical advisory teams to advise, train, and assist indigenous military, paramilitary forces, and local civilians in medical treatment and preventive medicine procedures.
- Establishing health service clinics to provide limited medical treatment to indigenous civilians as part of the coordinated CA program and train civilian or paramilitary personnel to maintain and staff clinics.
- Providing unit-level medical support to other deployed elements of the SAF.
- The medical unit's command and control teams, medical advisory support teams, or individuals can be attached to SAF and MAAG elements or to other US headquarters. Support to indigenous military forces, paramilitary forces, or civilian medical programs consists of training, advice, assistance, and support of military civic action projects. See FM 8-10 for medical support doctrine.

ENGINEER DETACHMENT. The engineer detachment provides staff planning, technical advice and assistance, coordination, and administrative support to indigenous forces and other SAF elements.

- The detachment consists of engineer civic action teams drawn from TOE 5-560. Team KA, Engineer Civic Action Headquarters; Teams KB, Engineer Civic Action Control; and Teams KC, Engineer Civic Action Advisory, are assigned on the basis of area of operations requirements. MTTs and command, control, and support elements are tailored to meet the specific requirements of SAF missions.
- The engineer detachment can - -
 - Provide engineer staff personnel for the SAF and for deployed command and control elements of the SAF.
 - Provide advice and assistance to indigenous forces engaged in military civic action programs.
 - Provide advice and assistance to indigenous military engineer units.
 - Provide technical advice and assistance on construction, maintenance, and operation of public works and utilities.
- The engineer detachment supports the missions of the SAF. Its headquarters, control and advisory teams, or individual personnel are attached to SAF or MAAG elements or to other US headquarters. Elements of the detachments can be deployed to provide advice and assistance to indigenous military engineer units or to other indigenous forces engaged in military civic action projects. Advice and assistance also can be provided to civilian

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agencies engaged in internal development programs. FM 5-1 and FM 5-100 contain doctrine for engineer organizations.

MILITARY POLICE DETACHMENT. The military police detachment provides planning, coordination, advisory assistance, and operational support for military police aspects of SAF missions.

- The military police detachment consists of teams drawn from TOE 19-500. A detachment could consist of a detachment headquarters team and one or more of each of the following types of functional advisory teams: riot control, area control, police public relations, physical security, and general investigation/police subject. MTTs and operational teams are tailored to meet the specific requirements of SAF missions.

- The military police detachment can --

- Provide staff planning, advice, and assistance to the SAF and to deployed elements of the SAF.

- Provide training, advice, and assistance to indigenous military and paramilitary police units.

- Provide coordination and liaison for police intelligence and operations.

- The military police detachment supports the missions of the SAF. Its teams or individual personnel are attached to SAF or MAAG elements, or to other US headquarters. Elements of the detachment can be deployed to provide staff planning, coordination, training, advice, and assistance to indigenous military police units or other indigenous forces engaged in police type operations. Military police provide advice and assistance to host country forces with emphasis on police intelligence and populace and resources control operations. See chapter 8 for information on police operations.

BRIGADE-SIZE BACKUP FORCES

In FID, the infantry, mechanized infantry, armor, and airborne brigades can be employed as operational elements in conjunction with the SAF. With appropriate reinforcing combat, combat support, and combat service support units, they can be employed as an independent or semi-independent force or in an advisory and training role. When designated as a backup force, these brigades should become area oriented and partially language qualified. A brigade organization is shown in figure 6-7. Within each brigade organization there should be specially trained units which can provide MTTs as a provisional SAF backup force. The organizational structure of MTTs in this provisional backup force, when augmented, closely parallels that of the SAF.

COMMAND AND CONTROL ELEMENTS.

- **GENERAL.** Brigade-size backup forces can be committed to an operational area when the capabilities of the SAF or MAAG have been exceeded. Under certain circumstances, the entire provisional brigade backup force can be committed and operated as an SAF task force. When a portion of the brigade is

committed, command and control elements and MTTs may be attached to the MAAG or to SAF elements.

■ **COMMUNICATIONS.** Communications support for the brigade backup force employed in an advisory and training role can be provided by either a signal support company (TOE 11-117) or by a combination of cellular teams from TOE 11-500.

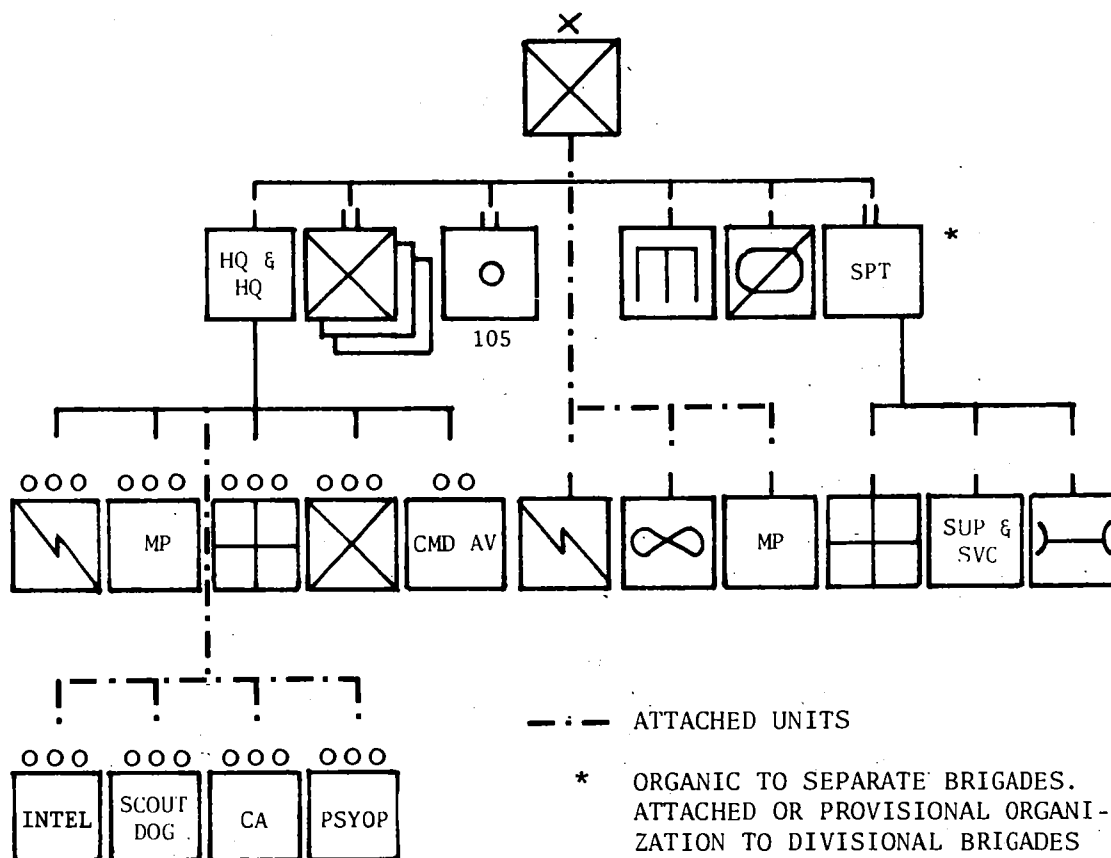


Figure 6-7. Type Brigade-Size Backup Force.

BACKUP FORCE TRAINING ELEMENTS.

■ INFANTRY

■ The infantry MTT can provide training, advice, and assistance in infantry tactics and the use of infantry weapons for host country small units up through battalion level. Training, advice, and assistance emphasize counter guerrilla tactical operations.

■ The combat support company can organize weapons training teams similar to rifle company teams. The composition of the teams will depend on the type of weapons available in the host country.

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■ **FIELD ARTILLERY.** The field artillery MTTs are constituted from the 105mm direct support field artillery battalion. These teams can provide training, advice, and operational assistance in the tactics and techniques of employment of light artillery and associated functions such as survey and target acquisition.

■ **ARMORED CAVALRY.** The armored cavalry MTT provides training, advice, and operational assistance to indigenous troop-size units in the tactics and techniques of the employment of tanks and scout vehicles against guerrillas. Training and advice emphasize employment in both offensive and security roles.

■ **AVIATION COMPONENT.** The brigade's aviation component provides the backup force with necessary airlift to support its activities when deployed as an entity. The organization should include sufficient specialized personnel and equipment to sustain an organizational aircraft maintenance capability. The primary mission of the aviation component is to provide administrative and logistical support to the widely dispersed MTTs. On a limited basis, personnel, aircraft, and equipment are employed to train indigenous units and to support PSYOP and military civic action projects.

■ **ENGINEER COMPONENT.** The engineer company, division engineer battalion, provides the capabilities required to support an SAF or provisional brigade backup force. It can provide training, combat support, and operational assistance to indigenous military and paramilitary forces. It can also support military civic action programs involving a construction effort. When supporting the country's civic action program, its efforts will be closely coordinated with USAID and host country personnel.

■ **MILITARY POLICE COMPONENT.** A military police element from the MP company is tailored to meet the requirements of the provisional backup force. With the same special training, personnel of this element can be organized into MTTs to train and advise indigenous military and paramilitary police.

■ **MEDICAL COMPONENT.** A medical element from the division medical battalion is tailored to meet the requirements of the provisional backup force. With some special training, this element can be organized into MTTs to provide training and advice to indigenous military forces and assist with military civic action programs.

■ **SIGNAL COMPONENT.** The brigade's communications resources (organic signal platoon plus TOE 11-117 or TOE 11-500 augmentation) can provide, on a limited basis, training assistance and operational support to indigenous military and paramilitary forces. Additional signal advisory support can be provided by cellular teams from TOE 11-500 (teams US through UF).

AUGMENTATION UNITS. Overseas unified commands and FORSCOM provide intelligence, civil affairs, and PSYOP elements as required.

SECTION IX US ARMY IDAD OPERATIONS

General

Advisory Assistance

Intelligence

Civil-Military Operations

Populace and Resources Control

Tactical Operations

GENERAL

The primary purpose of US Army assistance in IDAD is to increase the capabilities and efficiency of host country armed forces. This purpose is normally achieved through the use of US Army advisors. However, US Army assistance can consist of providing equipment, training, and advice; MTTs; combat service support; combat support; and, finally, intervention with ground combat forces. US policy places emphasis on host countries providing the manpower necessary for their own defense. When US combat forces are employed in FID, the missions assigned the forces should be oriented toward security and tactical operations. Indigenous combat forces should be utilized in support of consolidation campaigns and urban operations which are highly politicized and involve direct contact with the populace.

US Army forces accomplish their FID missions through six major IDAD operations: advisory assistance, intelligence, PSYOP, CA, populace and resources control, and tactical operations. These operations are similar to those listed for host country armed forces in chapter 5. For the US Army, the term "civil-military operations" includes PSYOP and civil affairs activities of US Army units. The information and doctrine provided in chapter 5 on host country armed forces IDAD operations are generally applicable to US Army forces. However, the scope of US Army operations may not be as broad as that of the host nation's armed forces. Because US Army IDAD operations take place in a foreign environment and in support of a host nation and its armed forces, there are certain factors (peculiar to US forces activities) that need to be considered and emphasized by US commanders and staff officers when planning IDAD operations. This section outlines planning and coordinating considerations applicable to IDAD operations conducted by US Army forces.

ADVISORY ASSISTANCE

Within the Department of Defense, the principal element charged with providing

advisory assistance is the MAAG. When US Army combat, combat support, and combat service support units are employed in an IDAD situation, certain elements of these units may also have the mission of providing advice and assistance to host country security forces. The responsibilities and functions of the US Army advisor are provided in section VII of this chapter.

INTELLIGENCE

The principles outlined on page 69 concerning host country intelligence activities generally apply to US forces employed in support of host country IDAD. Intelligence provides the basis upon which US and host country forces plan all IDAD operations. The nature and extent of US Army participation in an IDAD intelligence system is dependent upon the level of support being provided by US military forces.

When the intelligence effort in a host nation has sufficient US participation to be considered a combined activity (i.e., US elements have an operational mission), the management of the activity can also be handled on a combined basis with objectives and procedures developed by common agreement. Combined military intelligence operations facilitate the quick establishment of effective collection and production capabilities; the host country can provide detailed area and language knowledge and access to the populace, and US Army intelligence can provide technical expertise and management as well as advice.

There are usually some unilateral intelligence requirements imposed on both US and host country intelligence personnel. When time and subject matter permit, the combined intelligence resources should be drawn upon in meeting these requirements; however, there may be times when mutual effort will be impossible, as in the case of independent estimates or when contingency planning is required by the respective national authorities. In such cases, independent US or host country action will be required.

The US and host country intelligence operations should be coordinated in detail to establish long-range objectives and determine basic organizational and operational procedures and policies. Combined US/host country planning is the key to progress in the development of in-country capabilities. Care must be taken to see that the intelligence and security resources of both the United States and the host country are employed effectively and efficiently. There should be no unnecessary competition or duplication of effort between the various echelons and agencies involved. US participation in national and subnational coordination centers assists in developing coordinated and combined host country/US intelligence programs.

US Army tactical units introduced into a country where a combined host country/US intelligence system is already developed work with the area intelligence elements on a mutual support basis. Where US tactical forces are deployed in a manner that subjects them to frequent and sudden changes of location, they should not be given responsibility for long-term area-oriented intelligence programs. However, they may contribute significantly to short-term collection and production efforts in support of area coordination center intelligence programs.

CIVIL-MILITARY OPERATIONS

Civil-military operations are that complex of activities (political, economic, social, and psychological) in support of - -

- Military operations embracing the relationship between US military forces and civilian authorities and population.
- The development of favorable emotions, attitudes, or behavior in neutral, friendly, or hostile foreign groups.

The primary purpose of civil-military operations is to support the military commander. Two major activities comprising civil-military operations are PSYOP and CA.

When US combat, combat support, and combat service support units are employed in FID, CA and PSYOP units are normally employed to support the operations of the US forces. US commanders and staff officers must recognize that the activities, combat or noncombat, of all US military personnel and units have CMO implications. Staff responsibility for CMO in US Army units is assigned to the Assistant Chief of Staff, G5, CMO, or to the S5, CMO Staff Officer. When a unit is not authorized an S5 section, the commander should designate an officer to be responsible for CMO functions. FM 101-5, provides a detailed description of G5 responsibilities.

Psychological Operations

- Although the doctrine outlined on page 71 is oriented toward host country PSYOP, it generally applies to the planning and conduct of PSYOP by US forces in IDAD. FM 33-1 also provides PSYOP doctrine for US Army advisors and units employed in IDAD situations.
- The overall PSYOP policy and program in a host country is established and coordinated at national level. This program provides the general guidelines within which lower military and civilian echelons plan and conduct PSYOP. US Army units should insure that their PSYOP is in consonance with, and supports, US national objectives, the host country national PSYOP program, and the programs of the political subdivisions within which they are operating. Coordination of PSYOP - - both US and host country - - is made through appropriate area coordination centers.
- Host country PSYOP objectives, target audiences, and priorities may not be entirely appropriate for US PSYOP. For example, a host country may list its armed forces as the primary target audience, while US military PSYOP may consider the civilian population or the enemy forces as the principal audience. In general, however, US PSYOP should be in line with the host country PSYOP program.
- US Army personnel normally do not have the required in-depth knowledge of the target audiences and the language; therefore, US units usually rely on host country personnel to assist in the development of PSYOP intelligence, themes, message content, and illustrations. At the same time, host country

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PSYOP personnel often rely on the planning and technical expertise of US Army personnel.

■ US commanders and staff officers should realize that any military action may have psychological implications -- may influence the attitudes and behavior of target audiences. During the planning of IDAD activities of US forces, the PSYOP staff officer should be included in all planning so he can advise the commander and other staff officers as to the psychological effects of the operations and how PSYOP can be integrated to increase the effectiveness of the operations.

Civil Affairs. The applicability of CA doctrine, as expressed on page 75 for host country forces, to the IDAD operations of US Army forces depends on the extent of US participation in these activities. Host country military CA activities will normally be much broader in scope than those of US forces.

■ In IDAD situations there are three capabilities which US commanders must develop and maintain: a favorable relationship between the individual soldiers and all civilians, an efficient CA staff element to supervise command CA, and the capability of subordinate units to carry out the commander's responsibilities in regard to civilians.

■ In IDAD situations, US civil-military operations staff officers are required at all levels from battalion upward. The CMO or G5/S5 staff officer is charged with coordinating all CA and PSYOP activities. If a commander is not provided with specialist CA elements, he must discharge his responsibilities with the resources available.

■ Normally, CA operations at the US tactical command level will, by operational necessity, be interim and minimal in nature to meet only the commander's moral and legal responsibilities to civilians. More permanent type activities should be undertaken by host country organizations or by US CA units outside the US tactical command. In determining his CA functional requirements, the US tactical commander must weigh his operational mission against his responsibilities to the civilians.

■ Military civic action projects sponsored by US Army units should support national and subnational development programs and objectives and assist in gaining active support of the population for host country and US military operations. All US-sponsored civic action projects should be coordinated with the area coordination centers of the political subdivision in which the projects will be carried out.

■ US forces' participation in civic action should emphasize that the host country government is mainly responsible for the projects. This is done by assisting and working through host country organizations. This approach also improves the government's capabilities to plan and carry out these activities.

POPULACE AND RESOURCES CONTROL

Page 77 provides information and doctrine concerning host country populace and resources control operations. The doctrine also applies to US forces when they participate in these operations. However, the enforcement of control measures on a nation's population should be performed, to the extent possible, by host country agencies; therefore, the populace and resources control activities of US forces will normally be limited.

Population and resources control operations are primarily a host country police responsibility. Since civilian communities usually have some form of law and order, a logical approach is to build on the existing law enforcement system - - the civil police. Some developing countries may use paramilitary forces to assist civil police in populace and resources control operations. Using paramilitary forces allows the local population to participate, thereby making these operations more of a local affair than one of outsider interference.

When insurgent activities exceed the capabilities of the police and their supporting paramilitary forces, host country regular military forces may be required to augment the police. Since the population is more likely to accept control measures enforced by host country personnel rather than by forces of an outside nation, US forces will normally participate in populace and resources control operations only when the situation is clearly beyond the capabilities of the nation's security forces, and US ASSISTANCE IS REQUESTED.

When US forces are required to participate in populace and resources control, their activities may range from minor support in the countryside to complete control in US bases and their immediate vicinity. Their assistance should be oriented toward providing tactical and area security for the populace and resources control activities of host country security forces.

When conducting populace and resources control operations, US forces should be accompanied by host country police or military personnel. These personnel can provide US forces with language capabilities, detailed knowledge of the people and area, and advice as to the legal aspects of implementing control measures. In addition, the presence of indigenous police or military personnel will assist in conveying to the people that US forces are only supporting the host country program rather than enforcing a unilateral US program.

TACTICAL OPERATIONS

The doctrine on page 80 concerning tactical operations is applicable to US Army forces employed in support of host country IDAD. In addition, chapter 7 provides detailed information about counter guerrilla tactical operations in IDAD.

HIGHLIGHTS

US FOREIGN ASSISTANCE INCLUDES:

- ☐ DEVELOPMENT ASSISTANCE - - ECONOMIC AND TECHNICAL ASSISTANCE DESIGNED TO PROMOTE DEVELOPMENT AND MODERNIZATION.
- ☐ HUMANITARIAN ASSISTANCE - - BASICALLY WELFARE AND EMERGENCY RELIEF DESIGNED TO ALLEVIATE HUMAN SUFFERING.
- ☐ SECURITY ASSISTANCE - - MILITARY AND ECONOMIC ASSISTANCE DESIGNED TO IMPROVE NATIONAL SECURITY.

US SECURITY ASSISTANCE INCLUDES THE FOLLOWING MAJOR PROGRAMS.

- ☐ MILITARY ASSISTANCE PROGRAM (GRANT AID).
- ☐ INTERNAL MILITARY EDUCATION AND TRAINING PROGRAM.
- ☐ ECONOMIC SUPPORT FUND.
- ☐ FOREIGN MILITARY SALES.
- ☐ FOREIGN MILITARY SALES FINANCING PROGRAM.

THE PRIMARY MISSION OF THE MAAG IS TO

- ☐ ADMINISTER US MILITARY SECURITY ASSISTANCE PROGRAMS IN THE HOST COUNTRY.

THE US ARMY ADVISOR

- ☐ WILL NORMALLY OPERATE IN A JOINT ORGANIZATION EITHER AS A MEMBER OF THE ARMY ELEMENT OR AS A JOINT STAFF OFFICER.
- ☐ FUNCTIONS AND DUTY REQUIREMENTS ARE OFTEN QUITE DIFFERENT FROM THOSE CUSTOMARILY PERFORMED BY US MILITARY OFFICERS.
- ☐ MUST BE KNOWLEDGEABLE OF THE FUNCTIONS, RESPONSIBILITIES, AND CAPABILITIES OF OTHER AGENCIES OF THE COUNTRY TEAM.
- ☐ MAY HAVE LIMITED INFLUENCE IN HOST COUNTRY INTERNAL SECURITY MATTERS.

THREE BODIES OF LAWS RELEVANT TO INTERNAL DEFENSE AND

HIGHLIGHTS (CONT.)

DEVELOPMENT

- ☐ INTERNATIONAL LAW.
- ☐ UNITED STATES LAW.
- ☐ LAW OF THE HOST COUNTRY.

THREE TIERS OF FORCES WHICH CAN PROVIDE THE COMMANDER OF A UNIFIED COMMAND SUPPORT FOR FID OPERATIONS

- ☐ SECURITY ASSISTANCE FORCES (SAF).
- ☐ OVERSEAS GENERAL PURPOSE TOE UNITS (BACKUP FORCES).
- ☐ CONUS-BASED FORCES.

THE SAF INCLUDES ELEMENTS OF THE FOLLOWING:

- ☐ AIRBORNE SPECIAL FORCES GROUP.
- ☐ CIVIL AFFAIRS UNIT.
- ☐ PSYCHOLOGICAL OPERATIONS UNIT.
- ☐ MEDICAL DETACHMENT.
- ☐ ENGINEER DETACHMENT.
- ☐ MILITARY POLICE DETACHMENT.

BRIGADE-SIZE BACKUP FORCES CAN BE EMPLOYED AS

- ☐ OPERATIONAL ELEMENTS.
- ☐ MOBILE TRAINING TEAMS.
- ☐ ADVISORY ELEMENTS.

US ARMY FORCES ACCOMPLISH IDAD MISSIONS THROUGH THE EMPLOYMENT OF SIX MAJOR OPERATIONS

- ☐ ADVISORY ASSISTANCE.
- ☐ INTELLIGENCE.
- ☐ CIVIL AFFAIRS.
- ☐ PSYCHOLOGICAL OPERATIONS.

CHAPTER 6

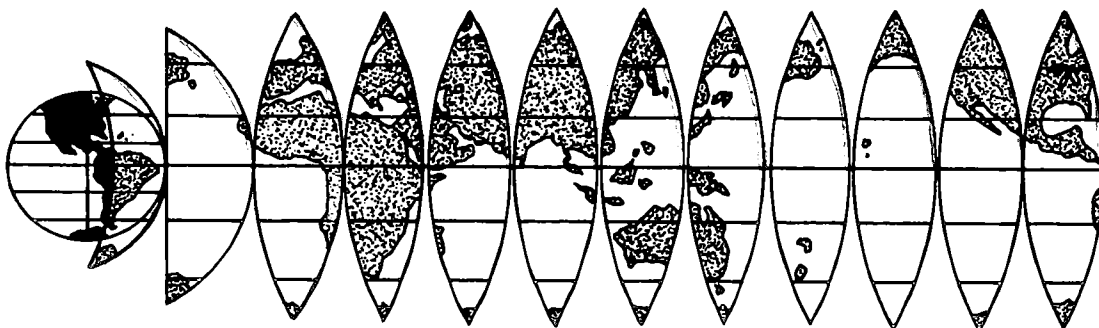
HIGHLIGHTS (CONT.)

- ☐ POPULACE AND RESOURCES CONTROL.
- ☐ TACTICAL OPERATIONS.



CHAPTER 7

COUNTERGUERRILLA OPERATIONS



SECTION I CONCEPTS

General

Military Plans and Operational Areas

Area Coordination Center

GENERAL

This chapter provides guidance for employing the separate brigade and divisional brigade in counter guerrilla operations.

Counter guerrilla operations are governed by national and intermediate level IDAD plans.

This section introduces brigade operations as part of the larger IDAD effort. Military operations against guerrilla forces are part of an overall strategy which also includes economic, social, and political programs. Defeat of an insurgent threat requires destruction of guerrilla forces AND operation of successful economic, social, and political programs.

MILITARY PLANS AND OPERATIONAL AREAS

The use of armed forces in counter guerrilla operations is primarily to provide enough internal security to enable the host country to initiate IDAD programs and pursue national objectives. These objectives are the basis for planning mutually supporting military, social, political, and economic programs.

The brigade operations are governed by the national military plan and by guidance of intermediate military headquarters.

The national military plan provides the brigade its overall operational instructions to include the manner and extent of tactical operations (in both strike campaigns and consolidation campaigns) and intelligence, psychological, populace and resources control, civil affairs, and advisory assistance operations.

Brigade plans must extend these operational instructions to subordinate units, insuring that unit commanders have sufficient operational guidance to support the overall mission of the brigade.

Since the brigade's operational area may be in friendly controlled areas, guerrilla-controlled areas, or contested areas, the brigade mission and the intensity of guerrilla activity will govern the amount of tactical and other IDAD operations. For example, in friendly controlled areas the mission may dictate the brigade emphasize support to governmental economic, social, political, and psychological activities, while in contested areas or guerrilla-controlled areas, the brigade will have to emphasize tactical operations.

AREA COORDINATION CENTER

US and host country policy and agreements will determine command relationships between US and host country forces. Under most circumstances, US and host country forces will remain under their own national commands. Within operational areas, local commanders arrange coordinated operations. Normally, the brigade will be expected to participate in an area coordination center at an appropriate level. The brigade will retain its own tactical operations center. Similarly, the ACC is not intended to replace host country unit operational centers or take the place of the normal host country political administrative organization.

MISSION. The ACC has two missions: (1) To provide integrated planning, coordination, and execution of all of the IDAD efforts in a given area; and (2) to insure an immediate, coordinated response to operational requirements.

CONCEPT. ACCs are composed of representatives from all forces and agencies participating in the total IDAD effort. The chiefs (or chairmen) of ACCs may be military or political officials. Staffs are constituted from participating forces and agencies.

OPERATIONS. The ACC must be able to operate 24 hours a day to include continuous communications with all major elements. See chapter 4 on the organization and operations of the ACC.

SECTION II PLANNING

General

Factors Affecting Planning

Predeployment

Commander's Guidance

Commander's Estimates and Staff Appraisals

Preparation and Approval of Plans

GENERAL

This section outlines brigade planning activities for counter guerrilla operations in low intensity conflict. It discusses command and staff actions from initial planning concept to final approval of plans. For further guidance on planning, see FM 101-5 and branch field manuals.

FACTORS AFFECTING PLANNING

The principles of command and staff action in battalions and brigades discussed in FM 7-20 and FM 7-30 are applicable to counter guerrilla operations. Counter guerrilla operations in internal defense operations emphasize political, economic, sociological, and psychological considerations to a much greater degree than in limited or general war operations.

Maintaining high morale in brigades engaged in internal defense operations presents problems different from those in limited and general war operations. Operating against an elusive force that seldom offers a clear target, and where tangible results are seldom obtained, requires continuous troop indoctrination and training.

During independent missions of prolonged periods, brigade support depends on the ingenuity, courage, and tenacity of commanders and staffs at all echelons.

Other factors which are unique to counter guerrilla operations and require increased emphasis are - -

- Maintaining a combat attitude while making little contact with guerrilla forces. To counter a false sense of security, commanders must continually stress security even though guerrilla activity within their areas has apparently diminished.
- Operating in a strange type conflict coupled with language difficulties and foreign customs and religions.
- Operating with less desirable food, shelter, and sanitary conditions.
- Accepting the reality of guerrilla operations which include terrorism and murder of civilians.

Command and staff action in counter guerrilla operations emphasizes - -

- Detailed planning of small-scale, decentralized operations.
- Command and control over extended distances.
- Extensive contingency planning for employment of reserves and fire support.
- Deception operations.

- Detailed coordination and direction of the intelligence collection effort by - -
 - Coordinating with host country and US intelligence agencies and host country regular and paramilitary forces.
 - Using combat and electronic warfare intelligence (CEWI) elements to include radar and remotely monitored sensors and other technical surveillance systems.
 - Using local people in the development of overt and covert intelligence collection systems.
 - Systematically and thoroughly interrogating prisoners and suspects.
- Use of electronic warfare operations.
- Detailed planning and coordination of activities with nonmilitary government officials.
- Incorporating and monitoring governmental internal development programs in the operational plan by - -
 - Preparing and executing integrated plans that include civic action, populace and resources control, and PSYOP.
 - Operating with and assisting host country paramilitary and police forces.
- Integrating combat service support functions, especially aerial resupply, into all planning.

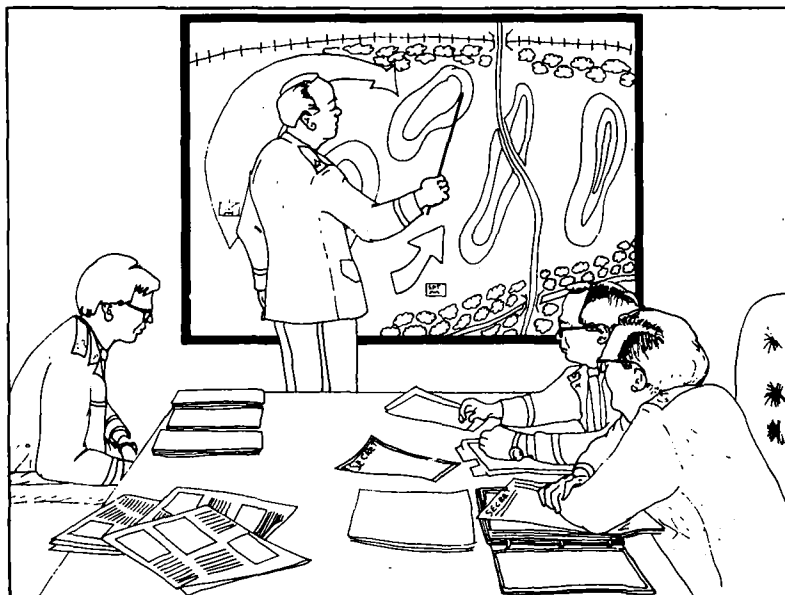
Subordinate commanders are allowed maximum flexibility in the execution of their missions, but they should be given specific responsibilities and enough guidance to insure a coordinated effort. Circumstances are such that counter guerrilla operations plans may have to change rapidly to allow the brigade to employ its resources against exposed guerrilla forces.

PREDEPLOYMENT

Prior to brigade deployment, higher headquarters will provide information and identify sources so the brigade can begin intelligence collection and operational planning; some brigade intelligence personnel may be placed in-country. Host country military and police and the US country team, military command, and MAAG are examples of principal sources of in-country information. Maximum efforts must be made to gather, as early as possible, adequate information for brigade planning.

In addition to physical environment information, brigade personnel must be familiar with common phrases of the language and with the customs and culture of the people and must learn the best way to obtain their support. This is essential if the brigade is to wage successful counter guerrilla operations.

The guerrilla force structure and operational methods must be thoroughly understood. To assess guerrilla capabilities properly, the commander must understand the area of operations and how the guerrilla uses the area to his advantage.



COMMANDER'S GUIDANCE

The commander's guidance for tactical operations in IDAD must be detailed and comprehensive. Prior to the receipt of the specific mission, the commander's guidance must consider probable missions of supporting consolidation campaigns and conducting strike campaigns, as well as characteristics of the guerrilla, terrain, and population in the operational area. After receipt of the mission, his guidance will become more specific and should include the extent the brigade will be involved in tactical, intelligence, psychological, populace and resources control, civil affairs, and advisory assistance operations.

COMMANDER'S ESTIMATES AND STAFF APPRAISALS

Planning for IDAD operations requires a detailed knowledge of the civil and military situations. Estimates and appraisals are based on the analysis of the area of operations, the mission, commander's guidance, and other information previously outlined. Special considerations for counter guerrilla operations are - -

WEATHER AND TERRAIN.

- Effects of weather, seasons of the year (to include planting and harvesting periods), phases of the moon, and coastal tides.
- Suitability of terrain (to include landing zones and pickup zones) and road net for tactical and logistical operations.

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- Suitability of terrain for guerrilla bases as well as friendly bases.
- Control of border and coastal areas, as applicable.

POPULATION.

- Loyalty of various segments of the population, to include their will to resist the insurgents, willingness to undergo hardships and training, and morale.
- Number and proportion of population likely to support host country, US, and allied forces.
- Number and proportion of population likely to support the insurgent forces.
- Relative susceptibility of various segments of the population to insurgent propaganda.
- Basic or potential causes of unrest.
- Policies and directives regarding legal status and treatment of guerrillas, detained persons, and the civilian population.
- Effectiveness of employing local personnel for security of installations.

GUERRILLA.

- National and regional origins.
- Organization, to include effectiveness and unity of command.
- Strength, morale, and status of training.
- Leaders and their personalities.
- Relations with the civilian population.
- Status of equipment and supplies.
- Effectiveness of communications.
- Effectiveness of intelligence and counterintelligence, to include the extent of infiltration of host country civil and military establishments.
- Tactics being employed and tactical proficiency.
- Resources available.

Food and water.

Arms, ammunition, demolitions, fuels, medicines, and other supplies.

External support.

Amount and type of support - - personnel, materiel, and moral.

Lines of communication.

- Vulnerabilities.

HOST COUNTRY, US, AND ALLIED FORCES.

- Forces available for counter guerrilla operations.
 - Host country and US military forces.
 - Paramilitary units.
 - Civil police.
 - Host country and US civil officials and agencies.
 - Other forces within area.
- Size and composition.
- Ability to operate on the terrain.
- Vulnerabilities.

PREPARATION AND APPROVAL OF PLANS

Consolidation campaigns require comprehensive planning and will normally commit the brigades to a long-term host country and US combined operational plan. On the other hand, although strike campaigns require comprehensive planning, brigades may be committed to relatively short-term tactical operations.

Plans must be closely coordinated with those US and host country military and civilian agencies which the plans may affect. Commanders and staffs must anticipate and allow time for this required coordination.

Close security must be maintained on plans for future operations.

Tactical deception plans must be incorporated into the planning sequence (see FM 90-2, Tactical Deception).

SECTION III BRIGADE ORGANIZATION FOR OPERATIONS

General

Organization for Operations
The Brigade (Divisional and Separate)
Battalions
Companies
Reconnaissance Platoons and Armored Cavalry Troops
Antitank Platoons
Heavy Mortar Platoons
Communications
Ground Surveillance Sections

GENERAL

Brigade organization is influenced by the threat, environment, and types of operations to be conducted. Types of operations include - -

- Tactical.
- Intelligence.
- Psychological.
- Populace and resources control.
- Civil affairs.
- Advisory assistance.

ORGANIZATION FOR OPERATIONS

Normally, the brigade, battalion, and company will require some reorganization due to the terrain and civil and military situations. However, organization for tactical operations is emphasized, particularly firepower, mobility, and command-control communications.

Task organization should strive for tactical self-sufficiency by attaching or placing in direct support sufficient combat, combat support, and combat service support elements to make units capable of semi-independent operations. Moreover, resources for dealing with the civilian population must be provided: CA personnel, PSYOP personnel, translators, interpreters, and other resources from supporting organizations (or from the TOE 500 and 600 series).

THE BRIGADE (DIVISIONAL AND SEPARATE)

In IDAD operations, brigades may be employed as subordinate elements of the division, or they may be provided with reinforcing combat, combat support, and combat service support units and employed as independent or semi-independent forces. The brigade can command and control up to five attached maneuver battalions and operate with host country regular armed forces and paramilitary forces.

■ **ATTACHMENT OR SUPPORT.** Combat, combat support, and combat service support units are attached to, or placed in support of, the brigade as required by the mission. On independent operations, the emphasis is normally on the attachment of units.

■ **CONSOLIDATION CAMPAIGNS.** When the brigade is assigned consolidation campaign missions, it may require civilian as well as military personnel support to assist with intelligence, psychological, populace and resources control, CA, and advisory assistance operations. Host country regular armed forces, paramilitary forces, and police may also provide support.

■ **STRIKE CAMPAIGNS.** When the brigade is organized to conduct strike campaign operations, the emphasis is on the attachment of primary combat and combat support units. Host country police, military units, or paramilitary units may participate with US units.

BATTALIONS

Battalions are the basic maneuver elements of the brigade. The battalion command and staff structure is designed to accept augmentation.

In tactical operations, infantry battalions normally are subordinate elements of a brigade. In exceptional cases, they may be directly under the control of a higher headquarters, or they may conduct independent operations. Because of the decentralized nature of counter guerrilla operations, combat, combat support, and combat service support units may be attached to, or be placed in direct support of, the battalion. They also may receive support from host country military, paramilitary, or police units.

COMPANIES

Companies are the basic maneuver elements of the battalion. Under exceptional circumstances, they may be detached for employment as part of combined arms or joint task forces. They may receive support from host country military, paramilitary, or police units.

RECONNAISSANCE PLATOONS AND ARMORED CAVALRY TROOPS

If the terrain permits use of vehicles, the platoon or troop may be employed as an

economy-of-force unit, thereby releasing other units for operations against the guerrilla force in less accessible areas. With their organic mobility, reconnaissance platoons or cavalry troops can disperse over relatively large areas, periodically visiting the civilian communities in the area and patrolling lines of communication, and still can assemble rapidly to counter a guerrilla threat in the area. They may be supported by host country elements. For further discussion on the organization and employment of the armored cavalry troop, see FM 17-95.

ANTITANK PLATOONS

If the situation requires conducting operations where the armor threat is minimal or nonexistent, this element can be organized to accomplish other missions or to reinforce reconnaissance or scout platoons. Consideration should be given to employing the platoon in an antipersonnel role, to destroy enemy strongpoints, or in the defense of the combat base. NOTE: This may require substitution of other weapons for the antitank guided missiles.

HEAVY MORTAR PLATOONS

The firing elements of the heavy mortar platoon normally will occupy positions within a combat base (also known as "fire bases"). If sections are required to move to firing positions outside combat bases, rifle elements must be assigned to aid in the security of the firing positions.

COMMUNICATIONS

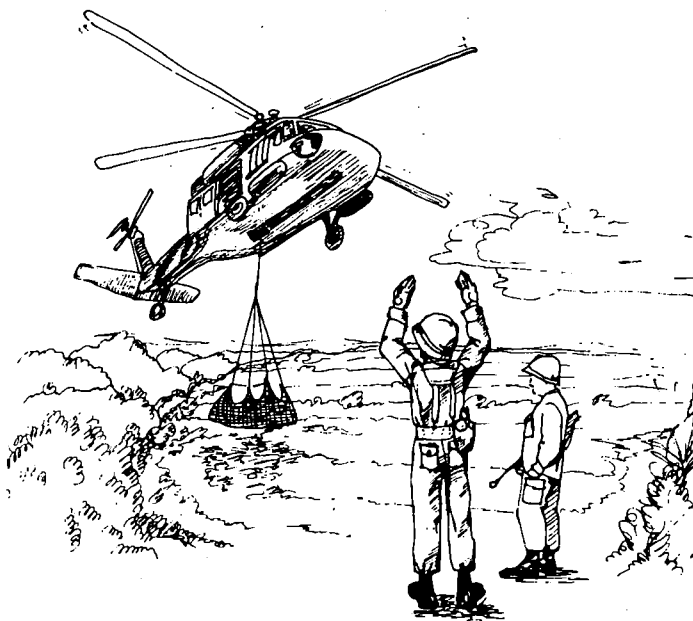
Radio is the primary means of communication in counter guerrilla operations. Planning and implementing radio communications nets for the brigade and its maneuver battalions may become highly complex. The brigade signal officer must be prepared to advise on the capability of available communications means to support each course of action being considered. Platoon and company-level communications become more significant in counter guerrilla operations, since employment of such units on small patrols and in assigned area missions may overtax their organic communication capability.

Manpack-type radios to replace vehicle-mounted radio sets will be the principal requirement of maneuver battalions. Aerial and ground relay stations may be required to extend the ranges of FM radio equipment. Since the brigade communication platoon has no reserve from which to provide augmentation, special communications needs of brigade elements must be provided either by redistributing equipment or by augmenting the TOE. For long-range radio communications between battalion combat bases and patrol bases, communications support teams may be required.

Extensive use of radio for communications expands the communications security problem. Any tendency to consider the guerrilla force too unsophisticated to acquire communications intelligence must be avoided. Conventional communications security measures must be employed with emphasis on changing operational codes frequently at the lower tactical echelons. Secure voice nets should be provided from company level upward.

Wire communications vulnerability to guerrilla action will normally dictate that wire be used only for internal communications within secure bases. The physical wire system employed in the conventional role will often be unsuitable because it is vulnerable to guerrilla action. When distances permit, requesting radio-relay and carrier teams from the division signal battalion to provide a usable telephone and teletype system below brigade level should be considered.

All levels should emphasize the use of visual communications. Prearranged visual signals are especially effective for surface-to-surface communications between small units close to each other and for surface-to-air communications. Panels, smoke, and light (infrared and visible) should be employed.



Motor messengers are vulnerable to snipers, mines, and roadblocks and should be employed only in relatively secure areas and with care. Air messenger should be employed to carry the communications loads normally carried by motor messenger. Message drop and pickup methods should be employed when aircraft cannot land. For economy, aircraft on resupply, medical evacuation, or transport missions should also be used to deliver messages.

Requirements for communications with host country regular armed forces, paramilitary forces, and governmental agencies may be satisfied by exchange of communications equipment and liaison personnel.

Use of Army aircraft for many types of missions in IDAD operations increases the need for a responsive and reliable air-ground communications system. Any ground unit operating independently must be able to communicate directly with its Army air support and tactical Air Force support.

Communications sites are prime targets for insurgents. Communications personnel must take all measures necessary to protect and defend their installation; however, most signal teams or units have a limited capability for defense. Commanders must be prepared to commit combat forces for their security.

Use of multichannel high frequency voice radio, radio teletype, and tactical satellite should be considered for interconnecting combat bases and should be extended below brigade level when practical. Normally, isolated relay stations cannot be established in the counterguerrilla operational environment. Therefore, the location of and distance between combat and/or patrol bases will seriously impact on the signal unit's ability to provide a reliable multichannel communications system. The signal officer must consider this when presenting his recommendations on base locations to the commander.

The composition of the signal element committed in support of the brigade should be modified to meet the requirements of the mission and the situation. The signal support element can be either in direct support or attached. A direct support role is normally more desirable as it affords the signal officer wider latitude and greater flexibility to meet changing support requirements. In all cases, the supported unit must provide security forces for the signal elements.

The brigade signal officer coordinates for signal augmentation required to construct, rehabilitate, and/or maintain civilian communications facilities.

GROUND SURVEILLANCE SECTIONS

Since most tactical operations against guerrilla forces involve the use of small-unit patrols, in favorable terrain the use of radar teams should be considered to assist patrols by locating activity, vectoring patrols, and receiving coded signals from patrols.

During the conduct of an encirclement, radar may be used effectively to give early warning of an attempted breakout by encircled forces.

Since densely vegetated areas limit the use of radar, its use around cleared combat bases and other strongpoints should be emphasized. If properly sited, radar can give early warning of impending attacks by picking up and reporting guerrilla movement into probable attack or assault positions and along avenues of approach.

When available, remote sensors (REMS) should also be used for surveillance and target acquisition.

SECTION IV TACTICAL SUPPORT ELEMENTS

General

Air Defense

Army Aviation

Artillery
Engineer
Ground Transportation
Military Police
Tactical Air Support

GENERAL

This section provides guidance on support requirements for counter guerrilla tactical operations inherent in strike and consolidation campaigns. Fire support for host country local defense operations is also included. Police and military police operations are covered in chapter 8.



AIR DEFENSE

In general, current air defense doctrines, techniques, and procedures covered in FM 44-1 and other supporting 44-series manuals are adaptable to counter guerrilla operations. Air defense is a combination of all active and passive means available. Some air defense weapons are adaptable to ground defense of installations and convoys.

ARMY AVIATION

GENERAL. Missions may be performed in support of US, host country, allied, or combined forces. This paragraph discusses typical combat support missions and capabilities of selected aviation units and the employment and capabilities of attack helicopters. FM 1-5, FM 1-15, FM 1-105, FM 17-50, and FM 17-95 discuss Army aviation organizations and employment.

MISSION. Army aviation assists land forces to perform intelligence, mobility,

CHAPTER 7

firepower, command and control, communications, and service support functions. Typical combat support tasks performed by aviation units include - -

- Aerial command post for command and control of ground maneuver elements.
- Attack helicopter operations.
- Aerial reconnaissance, surveillance, and target acquisition, to include visual reconnaissance and the use of photographic, infrared, and radar sensors.
- Adjustment of artillery fire (aerial observation).
- Battlefield illumination.
- Airmobile operations, to include assault operations and airlift for reserves.
- Augmentation of USAF search and rescue capability.
- Dissemination of chemical agents and smoke.
- Wire laying.
- Radio relay.
- Message drop and pickup.
- Airdrop of personnel.
- Convoy security.
- Mapping and survey.
- Emergency medical evacuation.
- Liaison.
- Command and staff transportation.
- Chemical and radiological monitoring.
- Column control.
- Screening.
- Delivery of critical personnel, supplies, and material to isolated areas.
- Mine laying operations.

CONCEPT. The availability of aviation support will affect the tactics of supported units. The methods of employment will also be affected by the terrain and the guerrilla

capability to use sophisticated weapons against aircraft. Employment of aviation units is also dependent upon their relationship with other US forces and host country forces. The US commander or, when applicable, the US Army senior advisor exercises operational control of US Army aviation resources.

ORGANIZATION.

- The combat support aviation company, when in support of the brigade, provides tactical air movement of personnel, supplies, and equipment. The combat support aviation company can - -

- Provide continuous operations during good visibility and limited operations under low visibility.

- Provide airlift for the assault elements of one rifle company.

- Augment evacuation capability of medical air ambulance elements.

- The aerial surveillance company extends surveillance and target acquisition capabilities of the brigades by sensor equipment and aerial observers. The aerial surveillance company can - -

- Conduct sustained surveillance of a portion of the brigade area. This task can be performed both day and night and in most weather conditions.

- Conduct aerial reconnaissance of routes and areas.

- Acquire target acquisition information by aerial means.

- Collect information for poststrike analysis of air and artillery attacks.

- Provide an airfield terminal control facility.

- Attack helicopters provide ground commanders with a highly mobile and immediately responsive aerial fire support system. Attack helicopter capabilities which are particularly applicable to counter guerrilla operations include - -

- Overwatch and security for air assault operations, to include overwatch in the objective area.

- Overwatch and security for surface convoys, to include ground, water, and rail movements.

- Armed reconnaissance and surveillance, to include target marking and destruction under certain conditions.

- Augmenting the firepower of committed forces.

ARTILLERY

In IDAD operations, the tactics and techniques of conventional operations require

some modification because of the frequent movement of guerrilla forces. Field artillery provides one of the most rapid means of placing accurate, lethal fire on moving guerrilla forces.



MISSIONS. In addition to supporting tactical maneuver units, field artillery fires can be used effectively to accomplish or support - -

- Security posts, checkpoints, roadblocks, and patrols. This may be done by fire plans, fire request net, and use of ground and airborne forward observers. Enemy routes may be blocked by artillery fire. Field artillery may also provide fire support near drop zones and landing areas prior to, during, and immediately following an assault landing.
- Deception plans. This may be done by placing artillery fires in areas other than those in which an operation is planned to distract guerrilla forces from the main effort.
- Populace and resources control operations. This may be done by providing illumination for police-type cordon and search operations or raids. Artillery can also preplan the use of illumination for defense against guerrilla attacks on installations such as airbases, power plants, communications centers, supply points, bridges, or communities. Preplanned fires may be provided to defend a convoy or tactical column.
- Psychological operations. This may be done by exploiting show-of-force operations.

CONCEPT. Timely and effective artillery fire in response to guerrilla activity may discourage subsequent guerrilla activity within artillery range. Quick reaction times and the capability of shifting artillery fires over wide areas require a responsive and effective means of communication. To provide effective fire support, artillery is employed to obtain maximum area coverage with available weapons while retaining the capability to mass fires. In addition to supporting tactical operations, artillery may be positioned to provide area fire support to defend depots, logistic complexes, population centers, and other critical installations. With its greater area coverage, some artillery can be within range of an attacking force at all times; this generally outweighs the need for massing the fires of a battalion or battery against small targets. Fires may be requested by self-defense forces, police, security elements protecting logistic complexes, and other support units, in addition to the supported tactical force.

ORGANIZATION. Artillery battalions in support of, or attached to, the brigade may be further deployed by battery or platoon to support widely dispersed maneuver units. Artillery employed in smaller than battery-size units (platoon, section) will require additional security forces from the supported commander.

OPERATIONS. The decentralized nature of IDAD operations increases the requirement for extensive coordination of fire support below brigade level. For detailed discussion of fire support planning and coordination principles, see FM 6-20, FM 6-20-1, and FM 6-20-2. Also, consideration must be given to the restrained application of fire because of the principle of "minimum essential force" designed to protect the civil populace.

■ **FIRE SUPPORT COORDINATION.** The artillery commander is normally the fire support coordinator for the tactical commander. FM 6-20 gives information on fire support coordination for indirect fires and fires from armed aircraft. Fires must be closely coordinated not only with tactical operations in the area, but also with civilian activities. Counter guerrilla operations normally will dictate - -

■ A greater decentralization of organic, attached, and supporting fire support.

■ A reduced capability for brigade-level control and coordination of fires within the operational area.

■ Greater security requirements for firing positions of direct fire weapons to include planning of direct fires for defense.

■ A requirement to fire in all directions.

■ Provision for support to local defense forces and static security posts.

■ Discriminate use of fire support to avoid noncombatant casualties which will alienate the population and produce hostile attitudes toward US units and the host government.

■ Close coordination with host country officials in the operational area.

■ **FIRE SUPPORT PLANNING.** Lack of time may preclude the preparation of a formal coordinated and integrated fire support plan for every contingency; however, SOP should provide for all likely contingencies. Close liaison and continuous contact between the supported commander and the fire support coordinators provide the required coordination; however, in operations involving extensive employment of maneuver and support forces, such as in the final phase of an encirclement, coordination measures must be used to insure that converging friendly units do not call fire upon one another.

■ **OBSERVATION.** The requirement to provide fire support for isolated static defensive positions as well as mobile forces throughout a 360° zone of action may exceed the artillery organic observation capabilities. Training selected members of the supported forces for artillery observation and fire adjustment should be considered (see FM 6-20). Fire support teams (FIST) can assist in this training.

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■ **POSITIONING.** Field artillery batteries may be positioned and laid by platoon or by single piece. Field artillery batteries employed in this manner have a 6400-mil firing capability.

■ **MOBILITY.** In operations conducted in large inundated areas or areas with navigable streams and rivers, boats or rafts are excellent means for transport of weapons and ammunition. In large watercraft, artillery may be positioned to fire from the craft. Since the 105mm howitzer can be lifted by helicopter, field artillery may be used this way where terrain and the guerrilla situation deter ground movement. Helicopters can be used for position reconnaissance and also for ammunition supply and resupply.

■ **FIRE DIRECTION.** When fire control is centralized, the artillery battalion establishes a fire direction center (FDC) for the computation of firing data for the batteries. During decentralized operations, the direct support battery may operate independently for limited periods. When required, a platoon or section of the battery may also employ FDC techniques to deliver indirect fire for limited periods. Air observation posts and airborne FDCs can be used to adjust fire and perform tactical fire direction.

■ **COMMUNICATIONS.** Counterguerrilla operations place a burden on communication and fire control. Since radio is the most flexible, mobile, and, at times, the only means of communication available, aircraft may have to be used extensively as radio relay stations. Communications must be maintained with the local host country forces and ACC.

■ **AMMUNITION.** Artillery projectiles and fuzes which provide capabilities and characteristics flexible enough to meet most counterguerrilla requirements must be maintained at battery level during decentralized operations (see FM 6-50).

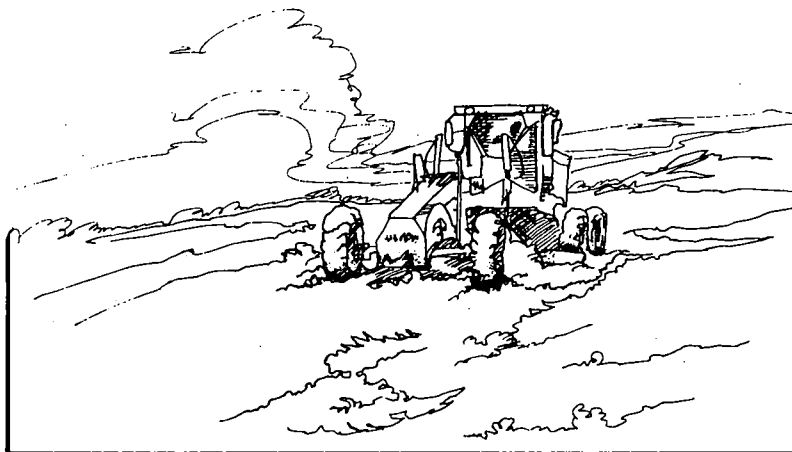
ENGINEER

Counterguerrilla tactical operations may require vastly increased engineer support because of poorly developed road nets and the need to construct bridges, culverts, and installations. For a discussion of the capabilities and organization of divisional and nondivisional engineer units and engineer teams and detachments, see FM 5-100.

MISSIONS. Engineer units support counterguerrilla tactical operations by - -

- Hasty repair of routes and bridges.
- Installing expedient or combat float or fixed bridges.
- Breaching obstacles by removal or destruction.
- Engineer reconnaissance.
- Assisting in detaching and removing mines and booby traps.
- Producing potable water.

- Assisting in the construction of command posts, landing zones and strips, medical facilities, shelters, storage facilities, and field fortifications.
- Planning and assisting in the construction of defensive works.
- Providing specialized personnel and equipment to destroy fortifications and tunnel complexes.



CONCEPT. Engineer units in support of brigade counter guerrilla operations have increased security requirements, use their capability to fight as infantry, practice restrained application of firepower, participate in low-level combined operations, and are often involved in short-term civic action projects.

ORGANIZATION. In counter guerrilla operations, the divisional brigade is initially supported by a divisional engineer company. If the area is isolated, the engineer company may be attached; however, under most circumstances, assignment of a direct support mission is desirable, since it allows the division engineer flexibility in meeting engineer support requirements throughout the operational area. In most cases, additional companies or elements of the divisional engineer battalion will be required. Nondivisional engineer units or engineer teams and detachments from TOEs of the 5-500 series may reinforce the engineer battalion and be attached or placed in direct support as required.

OPERATIONS. Security forces for engineers engaged in priority missions should be provided even though engineers routinely provide their own job-site security. The unit's full capabilities cannot be realized if a large portion of the engineer troops must be engaged in security operations.

GROUND TRANSPORTATION

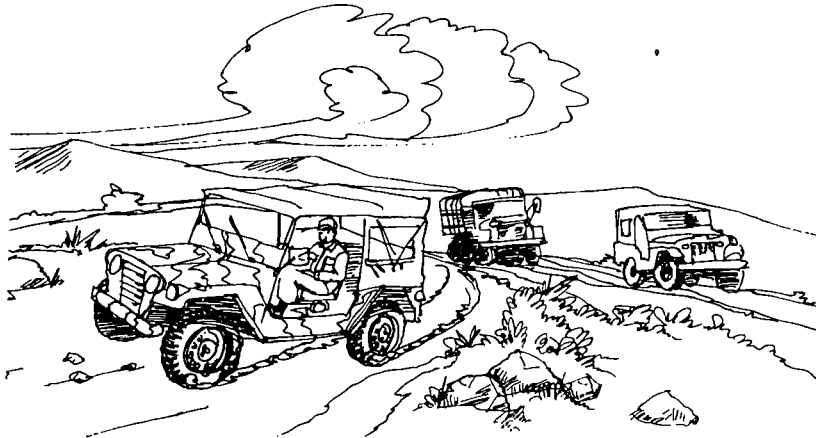
Depending on the mission, trafficability of the terrain, the size of the area of operations, and the civil and military situations, the brigade may require habitual support of wheeled vehicles.

Additional vehicles may be required for - -

- Motorizing reserves.

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- Motorized patrolling.
- Resupply and evacuation.



- Transporting civilians during relocation operations.
- Supporting civil affairs projects.

Armored personnel carriers may be used in a variety of ways against guerrilla forces; for example, they may be used - -

- For mechanizing all or part of the reserve.
- With convoy security detachments.
- In conjunction with remote static security posts.
- For transporting key government officials.
- For patrolling lines of communication.
- For river-crossing operations or on-river patrols.
- As flame weapons vehicles by adding flame weapons.
- As show-of-force or psychological weapons.
- For evacuating wounded or sick.

MILITARY POLICE

Military police units in performing their normal functions are an effective part of any counterguerrilla force. When employed early in an operational role, they provide a distinct advantage in accomplishing police-type operations of the populace and resources control program. Military police operate in conjunction with host country civil and military police. Military police units may require augmentation from TOE 19-500 to be prepared to fully engage in IDAD. Military police are particularly suited for the following tasks:

POPULACE AND RESOURCES CONTROL OPERATIONS. Operations in IDAD may involve extensive police activities to control the host country populace and material resources, including relocation, screening, identification, registration, enforcement of curfews, operation of patrols and checkpoints, and investigation of crime.

INTELLIGENCE OPERATIONS. Since guerrilla activities often overlap with criminal activities, police activities over a period of time can develop informants and informant nets which will produce intelligence information.

SEARCHES. Military police conduct searches in support of cordon and search operations. They support the operation by manning or supervising search parties, securing persons or property captured, and evacuating prisoners.

SECURING GROUND LINES OF COMMUNICATION. Military police assist in securing lines of communication by road and aerial patrolling, establishing traffic control points, escorting convoys, and conducting reconnaissance in their area of responsibility. In this capacity, they apprehend individual guerrillas and their supporters and are prepared to combat small groups of guerrillas or to act as a fixing element until combat units arrive.

PHYSICAL SECURITY. Military police provide physical security to individuals and installations, to include populations of designated communities. See FM 19-30.

PRISONERS. Military police process, secure, and evacuate captured persons and detainees in accordance with FM 19-40 and Department of the Army directives.

TACTICAL AIR SUPPORT

Tactical air support includes close air support, tactical air reconnaissance, and tactical airlift. Requirements and procedures for requesting close air and tactical air reconnaissance support are contained in FM 100-26. Procedures for requesting or, when appropriate, directing tactical airlift support are contained in FM 100-27/AFM 2-50, US Army/US Air Force Doctrine for Tactical Airlift Operations.

The flexibility and striking power of tactical air make it an important means of neutralizing and destroying guerrilla forces. The nature of counter guerrilla operations and the reaction times involved dictate maximum use of quick response fire support to include tactical air. Air Force tactical airlift forces increase the battlefield mobility of the Army in land combat operations by airlanding or airdropping combat elements and providing these forces with sustained logistical support.

SECTION V FORCES EMPLOYMENT

Concepts

Airborne Force Employment

Airmobile Forces Employment

Air Cavalry Employment

Armored Cavalry Employment

Armor Employment

Mechanized Infantry Employment

Tank and Mechanized Infantry Team/Task Force Employment

Special Forces

GENERAL

This section discusses type forces available to conduct counter guerrilla operations and how these forces are used in an IDAD environment. The organization and employment of these forces will depend upon IDAD objectives and a careful analysis of the situation.

CONCEPTS

During the past several decades, the nature of battle has changed significantly. Recent conflicts between small nations have developed intensities and sophistication formerly considered within the capabilities of large states only. Great numbers of advanced weapons have been provided by major powers to smaller states. Some of these weapons may end up in the hands of insurgents.

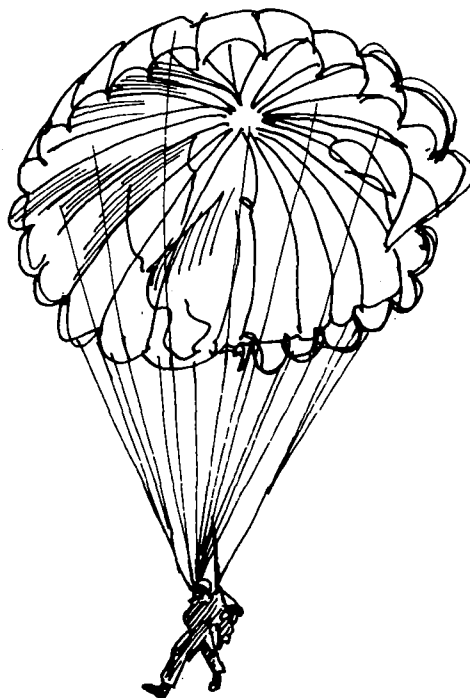
Insurgents can be expected to employ a wide range of weapons which are used by the counter guerrilla forces. The initial advantage of counter guerrilla forces in firepower, mobility, communications, and combat forces must be carefully used and maintained. Terrain and enemy forces and capabilities must be assessed when tailoring forces for combat. The basic combat element in the counter guerrilla force is organized to fight as light infantry. See FM 7-7, FM 7-8, FM 7-10, and FM 7-30 for details on infantry employment.

AIRBORNE FORCE EMPLOYMENT

The essential difference between airborne forces and other combat forces employed against guerrillas is the capability of parachuting into an area. An airborne infantry unit will conduct tactical operations in the same general manner as other infantry units.

When airborne units make up all or part of reserve forces, the following must be considered:

- Ground alert of sufficient troop transport aircraft to airlift these forces.
- Reinforcing each airborne rifle company with fire support and logistical support.
- Planning for the use of Army and Air Force aircraft as well as Army pathfinders and/or Air Force combat control teams to mark the drop zone and operate communications and guidance equipment.
- Using an airborne forward observer (FO) during the early stages of an airborne operation. In addition to his ability to adjust indirect fire, he can be used as an airborne communication relay.
- The use of suppressive fires on drop zones, particularly where there is an anti-air threat.

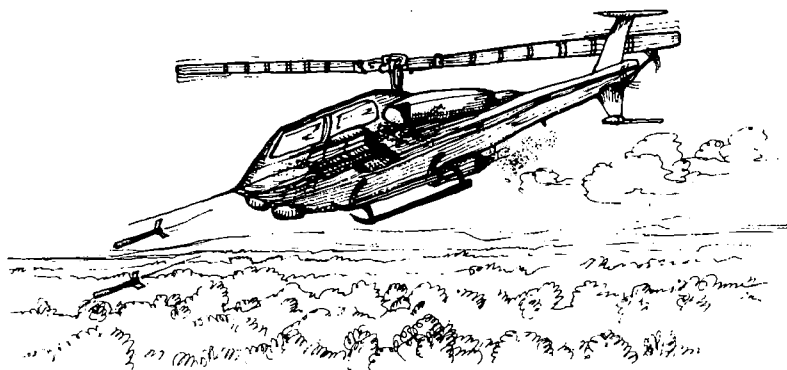


The use of airborne forces against guerrilla forces often dictates that the troops drop on extremely small drop zones. In some cases, drop zones may be marked by a pathfinder observer flying in an observation aircraft. The following measures produce effectively deployed tactical units on small drop zones:

- Aircraft loaded so platoons and squads land as tactical units.
- Aircraft formation to provide a close drop pattern so troops can assemble rapidly after the drop.
- Complete delivery of personnel in one pass over the drop zone.

AIRMOBILE FORCES EMPLOYMENT

Airmobile forces, including troop carriers and attack helicopters, offer effective means to fix and destroy guerrilla forces. Airmobile combat patrols may be used to reconnoiter suspected areas and to capture or destroy located guerrillas. Small numbers of troops and aircraft can patrol extensive areas, while centrally located reserves can reinforce units in contact. Attack helicopters can engage guerrilla forces and maintain contact until other forces are deployed. Airmobile forces exploit their mobility by attacking guerrillas located in difficult terrain. During large-scale offensive operations, airmobile forces may be employed to block avenues of escape. The ability of aircraft to deliver assault forces quickly on guerrilla forces enhances tactical surprise.



Detailed plans for airmobile operations are prepared to cover as many contingencies as practicable. As soon as possible after units move into areas of operation, aviation unit commanders determine the location of potential landing areas, pickup zones, drop zones, and assembly areas throughout the area of operations. If possible, detailed reconnaissance is made of these areas to determine suitability and capability. A catalog of these areas, together with all other available information, assists in planning airmobile operations in strike or consolidation campaigns.

Operational control of transport aircraft is retained at the lowest level of command commensurate with requirements which constitute full employment. Whenever possible, sufficient aircraft will be provided to the brigade for routine support missions and for the immediate lift of the entire brigade reserve. Under unusual circumstances, aircraft may be placed under operational control of battalions or companies for prolonged periods of time. When the reserve is committed, it receives priority for the employment of transport aircraft. Aviation elements may be in an alert status within combat bases or at locations convenient to supported forces. When practicable, reserves and aircraft are held in the same general location.

After the initial mission is completed, the airmobile forces may continue in a variety of other operations. These include linkup, pursuit, establishment of new combat bases, or withdrawal from the area. Combat forces and logistical support are air-delivered as required. During operations, supporting aircraft continue to deliver troops, supplies, and equipment directly to the using ground units, thus reducing the requirements for stocking supplies or maintaining vulnerable land lines of communications. See FM 17-50, FM 57-35, FM 71-101, and FM 90-4 for detailed discussion of airmobile operations.

AIR CAVALRY EMPLOYMENT

Air cavalry units are used in offensive actions against guerrilla forces as separate maneuver units to support armor and infantry ground operations and airmobile operations. The tactics, techniques, and procedures for offensive operations contained in FM 17-95 are readily adaptable to counter guerrilla operations.

ARMORED CAVALRY EMPLOYMENT

Terrain permitting, armored cavalry units are well suited for offensive operations against guerrilla forces. Their extensive means of communications, mobility, combined-arms organization, and capability to perform reconnaissance and security missions permit their operation over relatively large areas. Armored cavalry units may be used as separate maneuver units or to support the offensive operations of larger units. Armored cavalry may require dismounted or mechanized infantry augmentation in whatever configuration used.

ARMOR EMPLOYMENT

Limited road nets, heavily wooded or inundated areas, and generally rugged terrain usually characterize a guerrilla force area. Since these areas considerably restrict tank movement, large-scale employment of tanks is usually not possible. Routes and axes of advance must be carefully selected. Armor units of the counter guerrilla force will normally operate with infantry-heavy teams or task forces. However, in areas that permit mounted operations, tank-heavy teams and task forces could use the tank's firepower, mobility, armor protection, and shock effect to advantage.

When committed, armor units will be used primarily in offensive tactical operations; but tank units may be used to reinforce police and other civilian agencies.

The armor commander must consider the requirement to use minimum combat power to accomplish his missions. In areas permitting cross-country mobility, uncontrolled movement of tanks may damage fields and crops and adversely influence the population. For further details on armor employment, see FM 17-95 and FM 71-2.

MECHANIZED INFANTRY EMPLOYMENT

Mechanized infantry units may operate independently or as part of a combined-arms team or task force. Attack and pursuit are primary roles for mechanized infantry when employed mounted. Mechanized infantry may be employed dismounted to conduct offensive operations when the situation so dictates. See FM 7-8, FM 7-10, FM 7-20, FM 71-1, and FM 71-2.

Mechanized infantry forces are suited to counter guerrilla operations because of their flexibility and ability to operate either mounted or dismounted. The increase in firepower and speed associated with mounted infantry forces can produce decisive results, especially against larger guerrilla forces.

The mobility of armored personnel carriers in suitable terrain gives them a significant advantage over guerrilla forces. If guerrilla forces have limited antiarmor capabilities, the armored personnel carrier can be used as a fighting vehicle. To prevent unnecessary casualties and loss of the carrier's speed, armor protection, and psychological effect, premature dismounting from carriers should be avoided. Riflemen usually dismount when - -

- Securing an objective after an assault, when prisoners must be secured, and when an area must be searched. This task is accomplished by carrier teams and maneuver teams.
- Terrain obstacles preclude armored vehicles closing with guerrilla forces. In this situation, a dismounted attack is launched. If possible, carrier teams fix the guerrilla by fire while maneuver teams close with him.
- The unit is unavoidably halted in an area which has not been secured. Observation posts, patrols, and local security are provided by dismounted riflemen.
- Missions such as search of an area are assigned.

TANK AND MECHANIZED INFANTRY TEAM/TASK FORCE EMPLOYMENT

Tanks and carriers as part of a combined-arms team can be of value in counter guerrilla tactical operations, and every effort should be made to take advantage of the team's mobility and firepower. Apparent limitations on use of armored vehicles due to terrain may be reduced significantly by reconnaissance to determine favorable routes.

When tanks or carriers are used against guerrilla forces, infantry must closely support them to guard against ambush. In their early developmental stages, guerrilla forces usually have few sophisticated antitank weapons; however, they may be skilled at improvising means to destroy or cripple tanks and carriers.

In tactical operations, tanks or carriers may be used effectively to - -

- Execute strike campaign operations, including harassment, against well-organized guerrilla forces.
- Perform reconnaissance-in-force missions.
- Provide convoy escort.
- Provide mobile reserves for offensive missions or movement to blocking positions.
- Conduct demonstrations and feints.
- Assist in base defense.

SPECIAL FORCES

US Special Forces usually are employed under the direction of the unified command but may be assigned to or function under the operational control of the Army element employed in IDAD operations.

SECTION VI CONDUCT OF OPERATIONS

General

Mission

Concept

Operational Considerations

Offensive Attitude

Countering Small Units of Guerrillas

Countering Large Guerrilla Forces

Countering Strong Guerrilla Defense

GENERAL

This section provides guidance on the missions, concepts, and organization of the brigade in conducting counter guerrilla tactical operations. Its scope includes the operational environment, the forces required, and two types of campaigns: strike and consolidation.

MISSION

The brigade will conduct tactical operations, in coordination with host country, allied, and other US military and civilian agencies, to - -

Destroy guerrilla forces and bases by strike campaigns.

Secure areas in support of consolidation campaigns.

CONCEPT

When guerrilla activities first begin to emerge, hostile activities range from threats of violence to incidents which occur in an organized pattern. Civil police and other government internal security agencies usually counter these initial activities. When existing law enforcement elements can control operational guerrilla forces, the host country regular armed forces and paramilitary forces are usually only marginally involved. If the insurgent gains sufficient local and/or external support, he will initiate guerrilla operations characterized by surprise; brief, violent action; and elusiveness. Various forms of guerrilla activity and operations may be conducted simultaneously, or in any combinations, in various geographical areas. When civil police and internal security agencies can no longer cope with the insurgent activity, military forces must be prepared to assist. Regardless of how brigades are used - - whether in strike campaigns or in consolidation campaigns - - they must be prepared to counter all forms of guerrilla activity.

Guerrilla forces must be destroyed by strike campaigns and must be denied support from local civilians and/or external sponsoring powers. Civilian support is denied through consolidation campaigns which include intelligence, PSYOP, populace and resources control, tactical operations, and civil affairs. Materiel support from an external sponsoring power may be denied principally by border security operations.

OPERATIONAL CONSIDERATIONS

Since the guerrillas may react to operational pressure by temporarily moving to another area, by hiding within the local population, or by becoming inactive, commanders must not consider the guerrilla threat eliminated simply because overt activity suddenly ceases. Continuous pressure must be maintained against guerrilla forces.

When commanders lose contact with the guerrilla force, they must make every effort to reestablish contact. Methods include intelligence efforts through covert agents, aerial surveillance, ground patrols, and airmobile patrols. Since periods of inactivity permit the guerrilla force to rest, reorganize, and prepare to resume offensive operations, continuous operations to seek out and destroy it must be emphasized.

The insurgent's intelligence system makes it difficult to deny him information concerning counter guerrilla operations. The need for secrecy, therefore, must be emphasized in plans and operations at all levels. Security will be enhanced and surprise more likely achieved when plans provide for - -

- Constant indoctrination of the individual soldier with the importance of security.
- Effective and secure communication.
- Avoidance of established operational patterns by varying methods of operations.

Superior mobility and surprise are essential in tactical operations. To achieve mobility and surprise, brigade plans should consider all means of mobility available,

to include aircraft, tracked and wheeled vehicles, foot mobility, boats, and pack animals.

To be successful, brigades must have accurate and timely intelligence about the terrain, the guerrilla, and the population. Since the guerrilla may live among and be protected by a segment of the population, intelligence gathering may be difficult.

Planning must provide for timely collection and rapid dissemination of all available intelligence.

Military operations in populated areas must consider the safety of the civilian population. Under international law, civilians, as such, may not be targeted. This poses a problem because guerrillas, being aware of this, may try to hide in the civilian population. Commanders must give careful consideration to the military advantages to be gained and the effect on popular support of courses of action being considered. Bringing artillery or airpower to bear on a populated area from which snipers fired may endanger civilians, alienate them, and actually be counterproductive.

The objective is to destroy guerrilla forces, not occupy terrain. Commanders must continually orient their efforts to destroy or neutralize the guerrilla force.

Areas of responsibility are usually drawn along existing political subdivisions to insure coordination with other IDAD activities.

The brigade that is assigned strike campaign missions should not dissipate its offensive capability by committing its combat elements to defensive tasks. Defensive tasks, except for local security, should be performed by paramilitary forces or brigades assigned to consolidation campaigns.

Large-scale reconnaissance-in-force operations should normally be avoided unless intelligence indicates decisive results may be achieved.

OFFENSIVE ATTITUDE



Strike campaigns are conducted to destroy or to neutralize guerrilla forces and their

CHAPTER 7

bases. Gaining and maintaining contact with the guerrillas characterizes these operations.

Once a guerrilla force is fixed, combat power, consistent with the needs for population safety, is used to destroy it. Normally, for such operations, the friendly force must be much larger than the guerrilla force. Encirclement offers the greatest possibility for fixing and destroying the guerrilla force, provided the following conditions are met:

- Accurate intelligence provides the location of the guerrilla elements.
- Troops are emplaced rapidly to maximize surprise.
- An effective counterintelligence system insures security of plans and movement.
- Sufficient troops are used to achieve an effective encirclement.
- Sufficient time is taken to search the encircled area.
- Actions are taken to prevent the guerrillas from taking advantage of darkness.

Harassment operations may be conducted as an economy-of-force measure in order to deny the guerrilla freedom of operation. Harassment will prevent the guerrilla from resting and reorganizing, inflict casualties, prevent massing of personnel and supplies, aid in gaining intelligence, and cause the guerrilla to expend his resources. During harassment operations, the brigade will operate from operational bases and maintain continuous pressure on the guerrilla force by vigorous patrolling. Harassment is conducted primarily by using - -

- Reconnaissance patrols to locate guerrilla units and bases.
- Extensive ground combat patrolling and raids.
- Airmobile combat patrolling and raids.
- Ambushes.
- Indirect fires (artillery, mortars, and naval gunfire) on targets in guerrilla base areas.
- Air Force bombing and strafing on targets in guerrilla base areas.
- Mines on guerrilla routes of communication in remote areas (location of mines must be recorded and indiscriminate effects on noncombatants must be considered).
- Continuous aerial surveillance.

COUNTERING SMALL UNITS OF GUERRILLAS

Operations conducted by regular armed forces, paramilitary forces, irregular forces, or nonmilitary agencies to counter small guerrilla units include use of squads and platoons widely dispersed to find, fix, and destroy small guerrilla groups.

The following concepts are employed:

- Continuous, extensive patrolling by small, highly mobile units moving by foot, track or wheel vehicle, air, or water. They will operate day and night in visiting populated areas, establishing surprise checkpoints on routes of communication, and searching rural areas. In counterguerrilla operations patrolling will be extensive and will frequently be the principal combat activity of small units. Commanders should recognize and emphasize:
 - The constant need for detailed information concerning the guerrilla force and terrain.
 - The requirement to assign patrol areas rather than precise routes.
 - The large amount of time required for patrols to cover assigned areas (or routes).
 - The difficulty and undesirability of controlling patrols by means of detailed time schedules.
 - The requirement for patrols to have flexibility to act on information gained during the patrol.
 - The need for a capability to reinforce and support patrols under difficult conditions.
- Area ambushes in which companies and battalions establish dispersed, but coordinated, small ambush sites over an area organized in depth and width, being careful to maintain an adequate reserve to prevent defeat in detail of individual ambush sites. The area ambush, when based upon accurate intelligence, is an effective technique for achieving maximum results against guerrilla forces moving about within an area. The area ambush consists of the primary ambush element which triggers the initial ambush, supported by other ambush groups which cover all likely routes of guerrilla movement into and out of the area. Once the main ambush is triggered, the other groups ambush any guerrillas moving into or out of the area.
- Numerous raids and cordon and search operations against towns and outlying areas suspected of harboring guerrilla personnel and/or materiel.
- Minimum reserves are held to permit employment of maximum resources in operations directly against the guerrilla.

- Minimum number of personnel are assigned to static defenses of outposts and other installations, using fire support, close air support, and/or small mobile reserves to ward off attacks by guerrillas.
- Maximum use of civilian police to patrol areas and to conduct populace and resources control operations.
- Maximum area coverage by fire support weapons, with less emphasis on the requirement to mass fires on large forces.
- Immediate action to assure destruction of guerrilla forces by units establishing the contact.

COUNTERING LARGE GUERRILLA FORCES



The concepts outlined on page 177 must be modified to meet a threat from large unit guerrilla forces. While the same activities and objectives in countering small unit guerrilla forces will be sought, larger reserves will be maintained, the size of operating units will be increased, the need to mass artillery fires will be greater, and larger security and defense detachments will be required.

- Large-force guerrilla operations will require a concentration of counter guerrilla forces. Brigade units may be centralized and required to conduct strike operations of brigade-size, or brigades may participate in strike operations as part of a larger force. Close watch must be kept on the guerrillas' capability for large unit operations, and provisions must be made to employ larger unit counter guerrilla forces on short notice.
- Since terrain, organized fires, and maneuvers are used by guerrilla forces to seize and hold the initiative and not terrain, maneuvers against them such as envelopments, penetrations, and frontal attacks may not produce the desired effect. Caches, guerrilla safe areas, and segments of the population sympathetic to or dominated by the guerrilla may be dispersed so that guerrilla units may have

alternate logistical bases which can sustain them. An envelopment, for example, may produce a reaction in entirely different directions than those anticipated.

COUNTERING STRONG GUERRILLA DEFENSE

A strong guerrilla position defense entails his use of conventional tactics and techniques. In these situations, the guerrilla will employ highly coordinated positions and will have rear areas normal to conventional operations. Countering such defenses will require conventional offensive operations. See FM 7-20, FM 7-30, FM 71-100, and FM 71-101.

SECTION VII OPERATIONAL TECHNIQUES

General

Search Operations

Search of a Built-Up Area

Search of Tunnels

Search Operations by Airmobile Forces

Patrols

Ambush

Counterambush

Encirclement

Operations in Built-Up Areas

Reconnaissance by Fire

Reserves

GENERAL

This section provides guidance on the following selected operational techniques which are often employed in tactical operations against guerrilla forces.

Search operations.

Patrols.

Ambush.

Counterambush.

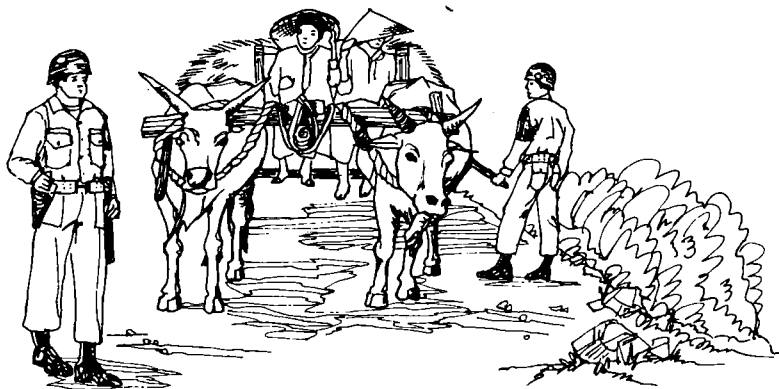
Encirclement.

Operations in built-up areas.

Reconnaissance by fire.

Reserves (reaction force).

SEARCH OPERATIONS



The term “cordon and search” best describes an operation in which a small population group is surrounded; the area seized; and then some specific mission, usually in addition to a detailed search, is carried out in conjunction with other activities:

- As part of the intelligence effort to gain information on the identity and location of insurgents.
- As part of the population and resources control program to make checks on family census cards, issue ID cards, and locate caches of materials.
- As part of the PSYOP/CA effort to make the people aware of government intentions and to win their willing cooperation.
- To harass the insurgents and hamper their capability for offense by forcing them to be constantly on the defensive.

The need to conduct search operations or to employ search procedures will be a continuous requirement in IDAD operations. Most often, search operations will support strike and consolidation campaigns, as a part of populace and resources

control operations. A search may be oriented toward people, materiel, buildings, or terrain. It will usually involve host country civil police and military personnel.

Searches must meet legal requirements and be properly recorded. Proper use of authority in searches helps to maintain the people's respect and support. Although abusive, excessive, or inconsiderate search methods may temporarily suppress the insurgent forces, they alienate the populace and increase its sympathy for and/or support of the insurgents.

Authority for search operations must be carefully used. Military personnel should perform searches only in areas within military jurisdiction (or where otherwise lawful). Usually, there will be special laws regulating the search powers of the military forces. These laws should be widely disseminated.

Search teams must have detailed instruction on controlled items. Lists of prohibited or controlled-distribution material, such as explosives, medicines, radio transmitters, machine tools, and other items, and means of identification should be obtained and distributed. Prior to search operations, the military authorities and civil police who administer the populace and resources control program should be contacted. If search operations are a continuing activity, they should be contacted periodically to update information.

Search operations involving US forces may be ineffective or counterproductive when language difficulties prevent full communication with the indigenous population. US units given a search mission should be provided with interpreters and host country police as required.

Search operations must be conducted at a pace slow enough to allow an effective search but fast enough to prevent insurgents from having time to react to the threat of search.

If resistance to the search operation develops, appropriate police or military action must be taken to overcome the resistance.

After an initial search, consideration must be given to returning to the searched area to surprise guerrillas or members of their supporting organizations who are subsequently identified or who have returned to the searched area.

SEARCH OF A BUILT-UP AREA

GENERAL. Search techniques in built-up areas must be perfected by police and military forces operating in populated areas. These techniques are required for searching either a few isolated huts or buildings or for searching well-developed urban sections. Search operations in built-up areas require thorough preparation and rehearsal. Special emphasis should be given to the following:

- Divide the area to be searched into zones, and assign a search party to each. A search party should consist of a search element (to conduct the search), a security element (to encircle the area and prevent entrance/exit and to secure open areas), and a reserve element (to assist, as required).

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- The search element is the element which conducts the mission assigned for the operation. Normally, it will be organized into special teams.
- The security element surrounds the village while the search element moves into the village. Members of the security element orient primarily upon evadees from the populated area; however, they can cut off any insurgents trying to reinforce the village.
- The reserve element is a mobile force within a nearby area. Its specific mission is to assist the other two elements should they meet resistance they cannot handle. In addition, it must be capable of replacing or reinforcing either of the other two elements should the need arise.
- Consider any enemy material found, including propaganda signs and leaflets, to be booby trapped until inspection proves it is safe.
- Thoroughly search underground and underwater areas. Any freshly excavated ground can be a hiding place. Mine detectors will assist in locating metal objects underground and underwater.
- Deploy rapidly, especially when a guerrilla force is still in the area to be searched. The entire area to be searched must be physically surrounded simultaneously. If this is not possible, observed fire must cover that portion not physically covered.

SEARCH TEAMS. Special teams may be formed for search operations. In searching small areas (a few buildings), small units can conduct a search without special teams for each function. Search teams may require a capability for:

- Reconnaissance.
- Physical or visual search.
- Fire support.
- Control.
- Prisoner detention.
- Mine detection.
- Scout dogs.
- Riot control agents, flame weapons, and demolitions.
- Tunnel reconnaissance team.
- Interrogation.
- Documentation.
- PSYOP/CA operations.

PRINCIPLES. The basic principle of a search of a built-up area is to conduct it with a limited inconvenience to the population. The populace may be inconvenienced to the point where they will discourage guerrillas and insurgent sympathizers from remaining in the locale, but not to the point that they will collaborate with the guerrilla force as a result of the search. The large-scale search of a built-up area is normally a combined civil police and military operation. It is planned in detail and rehearsed when possible. Physical reconnaissance of the area just prior to a search is avoided. Information needed about the terrain may be obtained from aerial photographs. In larger towns or cities, the local police may have detailed maps showing relative size and location of buildings. For success, the search plan must be simple and be executed swiftly. Methods and techniques may be varied.

- **Organization of troops.** Built-up areas vary; therefore, the search force must be task-organized for each search. A task organization consisting of military troops, civil police, and other required elements is designed to:
 - Surround the area to prevent escape.
 - Establish checkpoints and roadblocks to prevent entrance to or exit from the area to be searched.
 - Prevent an attack or interference by personnel coming from outside the area.
 - Search houses and individuals as necessary to identify suspects and locate contraband material.
 - Escort apprehended persons and evacuate confiscated material to designated locations.
- **Command and control.** Normally, a search involving a battalion or larger force is best controlled by the military commander with the civil police in support. A search involving a smaller force is best controlled by the civil police with the military in support. Regardless of the controlling agency, however, the actual search is performed by host country police when they are available in adequate numbers and have been trained in search operations.
- **Method.**
 - **Approach.** On some operations the situation may allow mounted movement directly into the area to be searched. On others, the situation may dictate dismounted movement into the area. Emphasis should always be placed on rapid and coordinated entrance to the area to be searched.
 - **Surrounding the area.** During darkness, troops should approach silently by as many different routes as possible. At first daylight, the area can be occupied by a chain of observation posts with gaps covered by patrols. Normally, a large area cannot be completely surrounded for any length of time because of the number of troops required. If necessary, troops dig in, take advantage of natural cover, and use barbed wire to help maintain their line.
 - **Reserves.** If there is a chance that hostile elements from outside the area

could interfere, measures are taken to prevent them from joining the inhabitants of the area under search. Air observers can assist by detecting and giving early warning of any large-scale movement toward the occupied area.

■ **Search parties.** The officer in command of the operation informs the inhabitants that the area is to be searched, that a house curfew is in force, and that all inhabitants must remain indoors. Or he may require the inhabitants to gather at a central point and then have the search party move in and begin the search.

HOUSE SEARCH.

■ Each search party assigned to search an occupied building should consist of at least one local policeman, a protective escort, and a female searcher, if appropriate. The search party must first assemble everyone in one room. The civil police may give the necessary orders and do the actual searching. The object of this search is to screen for suspected persons. Apprehended persons are evacuated as soon as possible. Troops may perform this task. Escort parties and transportation must be planned in advance.

■ When a decision is made to gather inhabitants at a central point, the head of the house should accompany the search party when his house is searched. If this is not done, he can deny knowledge of anything incriminating that is found, or he can accuse the troops of theft and looting. In small searches, it may be practical to ask the head of each household to sign a certificate that nothing has been illegally removed, but in a very large search this may be impractical. In order to avoid accusations of theft, witnesses should be present during the search. A prominent member of the community should accompany each search team if possible.

■ Buildings are best searched from top to bottom if possible. Mine detectors are used to search for arms and ammunition. Every effort is made to avoid unnecessary damage. Each house or building searched is marked with a coded designation. This same designation can be used to list occupants who must be accounted for in subsequent searches and will help insure that no building is overlooked in the current search.

■ If a house is vacant or if an occupant refuses entry, it may be necessary to force entry. If a house containing property is searched while its occupants are away, it should be secured to prevent looting. Before troops depart, the commander should make arrangements with the community to protect empty houses until the occupants return.

VILLAGE SEARCH.

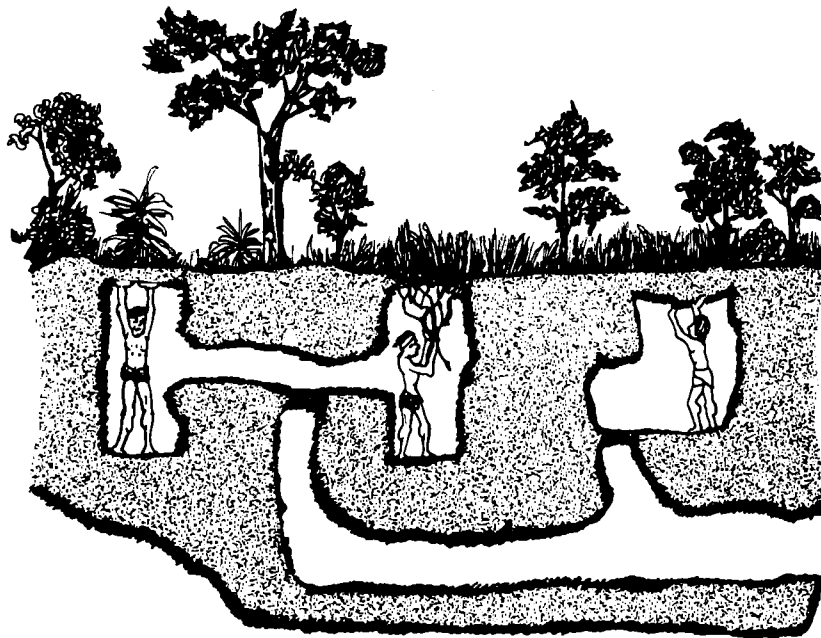
■ Prior to conducting search operations in a village, a reconnaissance patrol must be sent out to gain information about the village and its inhabitants. The patrol should take care to avoid detection. A portion of the patrol should maintain surveillance over the village while the remainder of the patrol returns with the information. This is done to detect any changes which may take place prior to the security element going into position. Information of value to a commander is:

- Size and exact location of the village.
- Fortifications (mantraps, spiketraps, etc.).
- Warning systems.
- Tunnel systems.
- Where does the insurgent live? Does he live in the forest at night and inhabit the village during the day, or does he stay in the village night and day? Does he inhabit one hut, or is he spread through the village?
- How many people are there in the village?
- The security element and the search element can use one of two general methods of movement.
 - If aviation support is available, a quick-strike airmobile operation can be employed. This type operation is characterized by speed.
 - If the elements conduct a dismounted operation, they normally will use predesignated routes. This type operation is characterized by secure and rapid movement.
- A village may be searched as follows:
 - If the inhabitants appear hostile, all persons can be assembled in a central location. This method allows for maximum control over civilians, facilitates search, denies the insurgent the opportunity to conceal evidence, and allows for a more thorough search and interrogation. It has the disadvantage of taking the inhabitants away from their dwellings thus encouraging looting which, in turn, engenders ill feelings.
 - A second method is to restrict inhabitants to their homes. This method prohibits movement of civilian personnel, allows them to stay in their dwellings, and discourages looting. The disadvantages are that it makes control and interrogation difficult and gives inhabitants time to conceal evidence in their homes.
 - A third method is to have the head of each household remain in front of his house while all others are brought to a central location. During the search, the head of each household accompanies the search team through his house. Looting is minimized, and the head of the household can see that the search team did not steal property. This is the best method for controlling the population.
- Search teams must search thoroughly for insurgent personnel, equipment, escape tunnels, or caches. Cattle pens, wells, haystacks, gardens, fence lines, and cemeteries should be investigated. Search teams must be constantly alert for booby traps.
- After the house search is completed, the perimeter and the area between the

security element and the village must be searched. There are two methods which can be used:

- If the security element has not been discovered, the search element may be formed into sections, each section searching a portion of the perimeter. Should any section flush an insurgent out of the vegetation or tunnel exit, the security element will be able to kill or capture him.
- If the security element has been discovered, it will conduct the perimeter search. Part of this element will keep the village isolated, while the remainder conducts the search. Such a search could take hours if the terrain is extremely dense. Regardless of the terrain, the searching unit should check every possible location for caches of material or personnel in hiding.
- In areas where tunnels have been reported, it is imperative that the searching unit have a tunnel reconnaissance team attached. This team should be composed of volunteers trained for this type operation. They should have special equipment such as flashlights or miner helmets, protective masks, communication with the surface, and small caliber pistols. They should know how to sketch a tunnel system, and they should recover all items of intelligence interest.

SEARCH OF TUNNELS



During the early phases of insurgency, the insurgents will begin a supply buildup. They store supplies in hidden areas. Where the terrain permits, they may construct tunnels, caves, and underground storage areas in which to store supplies and take refuge.

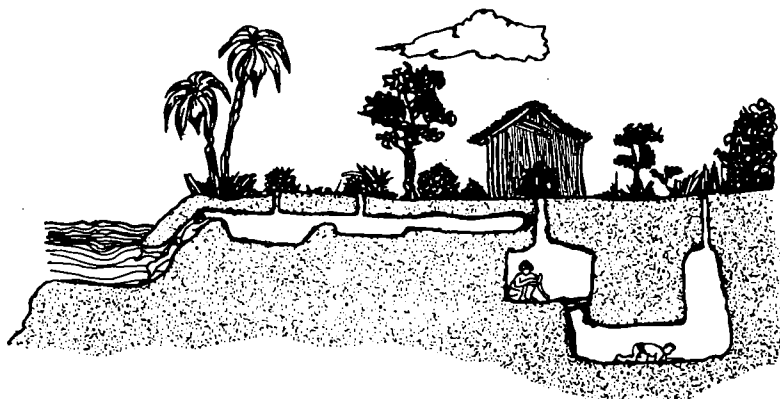
From the surface these underground installations can be extremely difficult to detect. Entrances and exits are usually well concealed in gardens, animal pens, or brush or under piles of straw or refuse. Entrances may be below the waterline in banks of streams and rivers or in large wells.

Tunnel systems are usually built in zigzag patterns with multilevels and ventilation holes at varying intervals. This type of construction provides the guerrilla protection against grenades and flame weapons used at entrances.

All entrances to tunnel systems may be booby trapped. Also, guerrillas may be able to eject grenades through ventilation holes, causing casualties among the search party.

Searching and clearing tunnels is a slow and deliberate procedure which can be costly in terms of casualties. To keep casualties among searchers to a minimum, all means available, such as riot control agents, flame weapons, and demolitions, must be employed to flush out or destroy the occupants of the tunnel. Direct investigation and exploration of a tunnel system may require that members of a search party be specially selected and trained.

Size and depth of tunnel complexes vary a great deal. Configurations vary according to specific purposes, number of personnel to be housed, types of equipment to be stored, types of materiel and equipment used in construction, and the terrain and soil textures in the area.



Types of tunnels.

- Village tunnels/village connecting tunnels - -
 - May run over 1,500 meters in length.
 - Are 1 to 5 meters below ground level.
 - Rarely exceed 1 meter in diameter.
 - May have connecting tunnels.
 - May have cache rooms.

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- May have underwater escape hatch.
- Will have air vents.
- May have disguised entrances such as religious shrines; or entrances may be concealed under huts, haystacks, or trapdoors which blend with the terrain. Entrances may be mined or booby trapped.
- Cache tunnels and spider trapholes - -
 - Generally are located in difficult terrain, are well concealed, and are accessible only by foot.
 - May be guarded.
 - May be short and include false connecting tunnels.
 - May be built in the side of a hill.
- Fortified tunnels - -
 - Generally are detailed and complex.
 - May have connecting tunnels with an excess of 1 meter overburden.
 - May have reinforcing timbers.
 - May have firing positions and bunkers located tactically to support one another mutually, and be well fortified against small arms and indirect fire.
 - May afford at least minimum protection against heavy artillery and air bombardment.
 - Generally will be defended.

Tunnels must be searched for intelligence information. The area around the tunnel complex should be secured and defended during search and destruction operations.

- Flush tunnel first. Use power-driven blowers to force smoke into tunnels to neutralize insurgents in the tunnels. Smoke will rise through additional openings, giving estimates as to length, direction, air vents, and exits.
- Flush tunnel clear of smoke prior to entering.
- Use small, lithe, adventurous individuals to form tunnel search teams.
- Use the buddy system for search teams.
- Utilize wire communications between search team and surface.
- Equip search team with small, preferably .22 caliber, pistol; bayonet;

protective masks or oxygen equipment; headlamps or flashlights; and possibly offensive hand grenades.

- Wear protective masks. If the tunnel lacks adequate oxygen, personnel should wear special masks with an oxygen-generating system.
- Be alert for booby traps and insurgents remaining in tunnels.
- Chart and map layout of tunnels.
- Remove all intelligence information from the tunnel. Supplies and equipment useful to the insurgent should be confiscated or destroyed.

Destruction of tunnels may be accomplished by - -

- Cratering charges.
- High explosives (may require large quantities).
- Any innovations designed for the collapse or destruction of tunnels and caves.

SEARCH OPERATIONS BY AIRMOBILE FORCES

Search units mounted in armed helicopters can use both the mobility and firepower of these craft to the maximum. This will seriously affect the morale of the guerrilla force.

Airmobile combat patrols, conducting an aerial search, reconnoiter an assigned area or route in search of guerrilla forces. When a guerrilla force is located, the airmobile combat patrol may engage it from the air or may land and engage it on the ground. This technique has little value in heavily-vegetated areas. Use of airmobile combat patrols should be limited to those operations in which sufficient intelligence exists to justify their use and then normally in conjunction with ground operations.

In ground search operations, helicopters drop off troops in an area suspected of containing guerrilla elements. With the helicopters overwatching from the air, troops search the area. Troops are then picked up, and the process is repeated in other areas.

Members of airmobile combat patrols should be trained in tracking procedures and may follow guerrillas to their base. If the patrol encounters a large guerrilla force, the reserve (ready forces) are committed. Plans must provide for evacuation of prisoners, casualties, and materiel.

PATROLS

Conventional patrolling doctrine normally applies to counter guerrilla operations, but some techniques must be oriented to meet the insurgent's activities and the operational environment. Patrolling becomes more significant in counter guerrilla operations because of the difficulty in locating and identifying insurgent forces and

determining their intentions. Patrol personnel should be well briefed, carry only mission-essential equipment, and be physically fit. Patrol routes must be planned carefully and coordinated with higher, lower, and adjacent units, to include air and ground fire support elements and reserve forces. See FM 7-8 and FM 21-75 for preparation, execution, and operational techniques of patrols.

Patrols can be employed to - -

- Saturate areas of suspected insurgent activity.
- Control critical roads and trails.
- Maintain contact between villages and units.
- Establish population checkpoints.
- Provide security for friendly forces.
- Interdict insurgent routes of supply and communication.
- Establish ambushes.
- Pursue, maintain contact with, and destroy the insurgent.
- Provide internal security in rural areas.
- Locate insurgent units and base camps.

Patrols are conducted by many lightly armed, small, fast-moving units and provide thorough area coverage. These patrols move over planned and coordinated routes which are changed frequently to avoid establishing patterns. In addition to harassing and often uncovering insurgent tactical forces, this technique provides - -

- An opportunity to gain an intimate knowledge of the area of operations.
- A form of reassurance to the local population that the government is concerned about their protection and security.
- A means by which information of the insurgent can be obtained.

AMBUSH

Well-planned and executed ambushes may be the most successful operational technique employed. Selection of the site is a key step in developing a well-organized ambush. Also, leaders must be proficient in using booby traps, demolitions, and expedient traps for organization of the position. Fire support must be prepared for immediate delivery on call.

Action Prior to the Ambush.

- Make a detailed reconnaissance to insure the ambush will not interfere with or harm the local population.

- Make a detailed map study, including use of aerial photographs.
- Conduct a detailed rehearsal. Each member of the ambush party must understand his duty.
- Arrange for the employment of available supporting fires.
- Move to the ambush site by concealed routes to avoid detection. Avoid contact with civilians. Minimize entering the kill zone except to emplace concealed mines and other weapons.
- Emplace mutually supporting ambushes in conjunction with mines, booby traps, and sharpened stakes along likely avenues of escape. Stress security to prevent detection and provide early warning.
- Avoid repeated use of the same ambush site. Using several sites in the same general area insures better coverage and more effective results.



Conduct of the Ambush.

- Maintain light, noise, and smoking discipline in the ambush site.
- Stress the fact that the leader of the ambush is responsible for “springing” the ambush.
- Use a definite, clearly recognizable signal to commence firing. This signal could be the firing of high explosives or other weapons in the ambush site. Prearrange and rehearse all signals.
- Place a heavy and accurate volume of fire in the ambush area, the killing zone, and escape routes.
- Fire low to avoid overshooting the target.

- Use available supporting fires.
- Pursue by fire when the insurgents withdraw.
- Quickly exploit and search the immediate area for casualties, weapons, and documents.

Night Ambush. Ambush during the hours of darkness is more difficult to control, but darkness increases the security of the ambush party and the confusion of those being ambushed. Night ambushes on the first night of a specific tactical operation are more effective than on ensuing nights. A small ambush party generally is more practical; however, the size of the party will depend on factors such as the size of the unit to be ambushed and the estimated insurgent strength in the area. After contact is made, the ambush party should illuminate the ambush site using preplanned artillery and mortar illumination and illumination grenades. Handheld flares and flashlights may also be used for a detailed search after action ceases.

Special Considerations.

- The Claymore (M18A1) antipersonnel mine is a highly effective ambush weapon.
- “Stay behind” ambushes can be very successful. However, sometimes personnel who are “dropped off” for the ambush may have to remain in the area for several days.

COUNTERAMBUSH

Insurgent tactical forces rely on the ambush as an effective means of interdicting lines of communication, acquiring needed materiel, and gaining local superiority over larger, better equipped forces. Insurgent ambushes can be costly in lives and equipment; therefore, all troops must be well trained in counterambush techniques. See also chapter 9, Movement Security.

Dismounted Operations.

- Security measures:
 - Always employ front, flank, and rear security. When operating in close terrain, insure that these personnel are relieved frequently. The unit leader must also assign specific sectors of surveillance to the main body.
 - Identify likely danger areas by map or reconnaissance prior to the unit's departure. Clear all danger areas prior to crossing them.
 - If artillery support is available and the route is determined in advance, target preplanned fire on likely or suspected ambush positions.
 - Where surprise or secrecy of movement is not important and noncombatants will not be endangered, use reconnaissance by fire on likely or suspected ambush positions.

- Formation will depend upon factors such as the mission, enemy, weather, terrain, and visibility. Organize formation to maintain unit integrity. Distribute crew-served weapons throughout the column. Habitually assign specific sectors of surveillance to all personnel within the formation to include rear and overhead surveillance.
- Insure that leaders continuously observe and take advantage of the terrain as they move so they are prepared to take proper action if ambushed.
- If a unit, or a portion of a unit, is caught in an ambush, immediate action is taken to return fire and move against the ambush party. See chapter 9 of this manual and also FM 7-8 and FM 21-75.

Convoy Operations.

- Long-range security measures:
 - Obtain timely and accurate intelligence about insurgent ambushes. An important source of such intelligence is the loyal population. Information such as where the insurgent force is operating, its size, pattern of ambush, and weapon capabilities is needed.
 - Counterintelligence.
 - Use alternate routes.
 - Vary timetables.
 - Change formation and location of principal weapons.
 - Practice good radio and telephone security.
 - Clear roadsides of vegetation.
- Organization of the convoy:
 - Reconnaissance elements should travel on the ground ahead of and in the air above the convoy to discover or trigger potential ambush. Normally the convoy requests reconnaissance elements from supporting forces. If none are available, the convoy must organize one from within its resources.
 - If fire support is available, plot on all likely or suspected ambush sites.
 - Do not overload vehicles in convoys. If troop-carrying vehicles are loaded to their maximum, troops cannot use their weapons effectively.
 - Post selected individuals as guards. In large vehicles, a man should be posted in each corner with assigned sectors of surveillance and fire. Guards should be armed with automatic weapons and fragmentary and white phosphorus grenades.

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- Use a command helicopter for convoys of two or more serials. This affords the commander a good means of control and communication and enables him to react quickly to all contingencies.
- Place armored escort vehicles, if available, in various parts of the convoy.
- Use radio communications to link all command elements of the convoy, standby ready forces, and escort aircraft.
- Location and disposition of weapons:
 - Distribute crew-served weapons throughout the convoy to provide fire support as needed.
 - Emplace crew-served weapons so they can be removed quickly from vehicles.
 - Men armed with grenade launchers should be prepared to fire them into the ambushing force immediately upon contact.
- Preparation of the vehicles. Troops in a vehicle must have all-round visibility, be able to fire their weapons without hindrance, and be able to dismount quickly.
 - Prepare vehicles with armor kits or sandbags when possible. Protecting the 2 1/2-ton truck with sandbags consists of placing a single row of sandbags, stacked five high, on each side of the bed of the truck. This single row will provide protection from small arms fire. One single layer of sandbags on the bed and floor of the cab will minimize casualties from mines detonated under the vehicle.
 - Remove tarpaulins and bows.
 - Remove or place tailgate in a horizontal position.
 - Place protective wire over the open windows of cargo carrying vehicles.
 - Attach a cutting or deflecting bar to the front of vehicles to prevent injury from wire obstacles hung across the road.
- Actions when ambushed:
 - The basic immediate action is to continue moving if possible, and halt only when clear OR BEFORE entering the killing zone. Counterattack immediately from a flank. Drivers should not stop once in the ambush but attempt to reach positions clear of fire. Personnel in moving vehicles bring fire to bear on the ambush positions. When clear of killing zone, vehicles stop and occupants detruck and take immediate offensive action. Vehicles other than armored escort should not attempt to run the gauntlet of the ambush.
 - If a unit, or a portion of a unit, is caught in an ambush, immediate

action is taken to return fire and move against the ambush party. See chapter 9 of this manual and also FM 7-8 and FM 21-75.

ENCIRCLEMENT

Encirclement offers the best chance to fix guerrilla forces in position and achieve decisive results. The brigade, battalion, and, to a limited degree, the company may conduct encirclements. The company and smaller units normally do not have the personnel strength and command and control capability to execute encirclements except as part of a larger force.

Planning, preparation, and execution are aimed at encircling the guerrilla force rapidly. Maximum security and surprise can be gained by occupying the initial encirclement positions during the hours of darkness.

Encircling movements are executed rapidly. In large operations, use of airmobile and airborne troops contributes speed and surprise to the operation. Positions are occupied simultaneously in order to block escape. If simultaneous occupation is not possible, probable escape routes are covered first. Initial occupation is the most critical period of the operation. When the guerrillas become aware that they are being encircled, they will probably probe for gaps or attack weak points and attempt to break out.

Encircling units must provide strong combat patrols well to their front to give early warning of attempted breakouts. Mobile reserves are positioned to counter a breakout and to reinforce difficult areas such as broken terrain or areas with caves, tunnels, or fortification complexes.

Indirect fire support can serve to cloak an encirclement by gaining and holding the guerrillas' attention. Fires should be planned in detail to support the encirclement.

Following completion of the encirclement, the circle is contracted to capture or destroy the guerrilla force. As the circle is progressively contracted, units may be removed from the line and added to the reserve. Against small guerrilla forces, the encircled area may be cleared by progressive contraction and a final sweep. Against larger guerrilla forces, however, at some point, some action other than further contraction will be required.

- One technique consists of driving a wedge through the guerrilla force to divide it and then destroying the guerrillas in each subarea.

- Another technique, employed after some degree of contraction, is to employ a blocking force on one or more sides of the perimeter while the remainder of the encirclement forces drive the guerrillas against the blocking force. Either element may accomplish the actual destruction. This technique is most effective when the blocking force can be located on, or immediately in the rear of, a natural terrain obstacle.

OPERATIONS IN BUILT-UP AREAS

Built-up areas usually are unfavorable for guerrilla operations. Guerrillas normally will not choose to fight in these areas; however, insurgent elements in urban areas

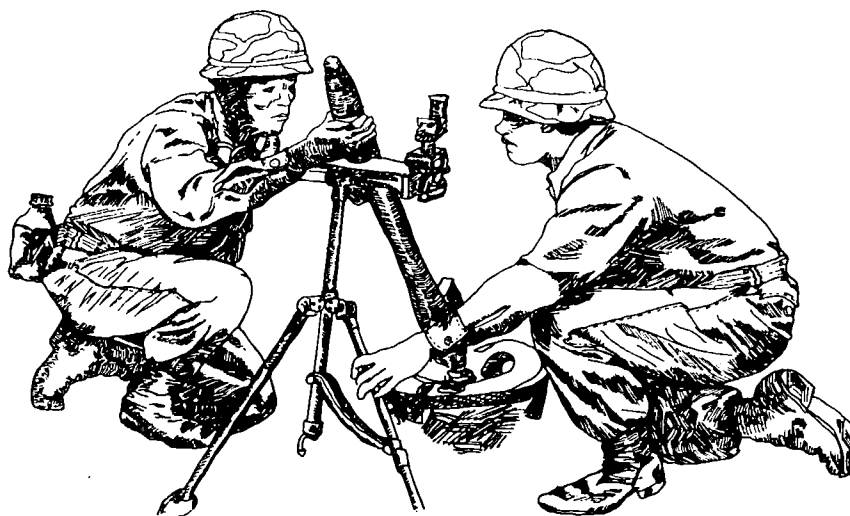
may incite rioting, seize portions of the city, erect barricades, and resist military forces entering the area. Insurgent forces may hold noncombatants in the area as hostages and use them as shields to deter application of combat power by counter guerrilla forces.

When an urban area has been seized by insurgent forces, an evaluation must be made from both a tactical and psychological perspective whether to recapture it using major military force or using other techniques. The amount of force and the specific techniques to be used to recapture the area are decided based on the probable psychological impact on the enemy, noncombatant civilians, and friendly troops; the safety of civilians and friendly troops; the destruction of buildings; and the military forces available. The principle of "minimum essential force" will help reduce casualties in the noncombatant civilian population.

Riot control munitions can be used against targets so that military forces can close with and capture the enemy with minimum injury to the noncombatants. Operations may be in the form of assistance to civilian police. In any event, military operations **MUST** be coordinated with the civilian police.

For details of combat in fortified and built-up areas, see FM 90-10 and TC 90-999A.

RECONNAISSANCE BY FIRE



Reconnaissance by fire can be used in areas where noncombatants will not be endangered. It is done by firing on likely or suspected enemy positions in an attempt to cause the enemy to disclose his presence by movement or firing. During reconnaissance by fire, positions being reconnoitered must be continuously observed so that any enemy movement or return fire will be definitely located.

Reconnaissance by fire is used when time is critical or intelligence and experience indicate the likelihood of concealed guerrilla forces in the area. The lack of civilians and absence of routine movement and activity in the area may indicate enemy presence. Reconnaissance by fire is used at the cost of losing surprise, but it lessens the probability of moving unaware into a well-concealed enemy position.

If the enemy returns the fire, the unit proceeds to develop the situation. If the fire is not returned, the unit continues on its mission. Care must be taken, however, since reconnaissance by fire may fail to draw the fire of seasoned enemy troops but may draw out hiding, innocent civilians who have become endangered by the fire.

RESERVES

Reserves (reaction forces or ready forces) are retained by brigade and subordinate units to be deployed at a decisive time and place. Reserves also provide commanders with means to deal with contingencies. Mobility, particularly air mobility, vastly enhances the employment of reserves.

Reserves may be used to exploit success by - -

- Reinforcing the attack.
- Maintaining or increasing the momentum of the attack.
- Defeating or blocking counterattacks.
- Providing security.
- Creating diversions.

Dispersal of reserve elements into multiple assembly areas or march columns provides flexibility and facilitates rapid movement. In strike campaign operations, emphasis should be placed on deploying reserves by air. Regardless of how they move, reserves must be positioned within supporting distances of committed forces.

T37 plans for employment of reserves against each assumed guerrilla action are made and kept current. These plans must be simple, coordinated in detail, and rehearsed where possible.

A current list of possible guerrilla targets must be maintained. It should include such places as airbases, ports, important road and railroad junctions, defiles, bridges, homes of important persons, military and police installations, communities, public utilities, public gathering places, and commercial establishments. Since the guerrilla is most active during the hours of darkness, reserves will often be used at night.

In areas where only small unit guerrilla forces are operating, the reserve force may be small with a unit's maximum effort devoted to aggressive patrolling. If the guerrilla force can mount large-scale operations, large, well-supported reserves capable of rapid employment should be used.

Since the guerrilla force will often use attacks on small outposts or installations to draw a reaction force into a well-prepared, deliberate ambush, means of transportation and routes should be carefully selected when reacting to an attack. Aircraft priority must be given to the movement of the reserves. Depending on the situation, aircraft may be habitually located with reserves.

SECTION VIII OFFENSIVE OPERATIONS

General

Movement to Contact

Reconnaissance-in-Force

Hasty Attack

Deliberate Attack

Exploitation

Pursuit

Raid

GENERAL



Once guerrilla forces have been located and fixed, combat forces maneuver to kill or capture the guerrillas. The guerrillas may try to conceal weapons and hide their guerrilla identity. Thus, the attacking forces must conduct a thorough search of the area to capture and collect all known and suspected guerrillas. In conducting operations, commanders must allow sufficient time to search thoroughly. Suspects must be handled firmly, but with fairness and respect.

First, reconnaissance and intelligence are required to develop the situation. When small reconnaissance units discover relatively large guerrilla forces, reserves (ready forces) are required to destroy the guerrilla forces. If guerrilla forces are fixed and time permits, the reserves will make a deliberate attack; otherwise, a hasty attack. Similarly, if intelligence locates guerrilla installations, a raid may be feasible. If an area is suspected of harboring guerrilla forces or installations, a reconnaissance-in-force may be conducted. If it locates a guerrilla force larger than it can defeat, ready forces conduct a hasty or deliberate attack.

MOVEMENT TO CONTACT

Movement to contact in counterguerrilla tactical operations is basically the same as in conventional operations. However, night movement and counterambush precautions are emphasized. For example, elements of advancing units should always be covered by an element in position to bring fire on whatever enemy weapons may open upon the moving force. Additionally, terrain and experience with the enemy will influence how movement to contact is conducted.

Leading elements of the strike forces gain and maintain contact with the guerrillas. If the guerrillas withdraw, every effort will be made to block withdrawal routes by fire and to maintain and regain contact. As a result, operations may be characterized by a series of meeting engagements and hasty attacks.

To reduce the likelihood of ambush while gaining or reestablishing contact, movement is best accomplished by airmobile elements. Movement by air insures speed, helps surprise, and avoids some of the dangers inherent in ground movement.

RECONNAISSANCE-IN-FORCE

Reconnaissance-in-force is a limited-objective operation to discover and test the enemy's positions, location, and strength and to gather information. In counterguerrilla operations, its objective is to collect information of the enemy and to destroy his units and facilities. The commander must be prepared to exploit a meeting engagement, targets of opportunity, and meaningful intelligence.

Reconnaissance-in-force operations normally develop enemy information more rapidly and in more detail than do other reconnaissance methods; therefore, when firm intelligence is lacking, the principal effort of the committed unit may be widespread and continuous reconnaissance-in-force operations which support security missions. In arriving at a decision to reconnoiter in force, the commander considers --

- Overall mission.
- Knowledge of the enemy situation.

- Urgency of other information.
- Capabilities and speed of other intelligence collection agencies.
- Possibility that the reconnaissance may lead to a general engagement under favorable conditions.
- Continuing requirements for local and area security.
- Availability of adequate reserves (ready forces) and of resources to deliver them quickly where needed.
- Availability of adequate all-weather fire support means.

The ground maneuver elements conducting the reconnaissance-in-force should have mobility at least equal to that of the enemy. Reserves (ready forces) must be able to quickly exploit enemy weaknesses and influence the action.

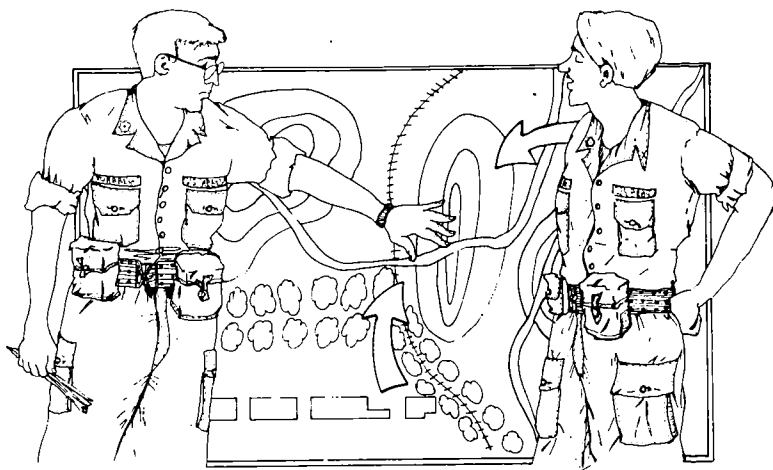
The size of the subordinate reconnaissance units depends on the mission, size of the area being investigated, combat power available, ability to quickly commit reserves (ready forces), and the enemy's strength.

A reconnaissance-in-force operation is an offensive action designed to develop enemy information rapidly within a specific area. It is conducted when available intelligence is inadequate to support operations against more specific targets. These operations are conducted in areas where guerrilla elements or installations are most likely to be found based on the best intelligence available.

■ Concept.

- In reconnaissance-in-force operations, commanders - - especially small-unit commanders - - may have restrictions placed on them to avoid decisive engagement. Aggressive patrolling by small reconnaissance elements allows the ground maneuver unit to gain contact while exposing a minimum of forces to surprise attack or ambush.
- The commander exploits contacts gained by the reconnaissance-in-force by destroying, when possible, any enemy unit or facilities located. Commanders must be prepared to reinforce or extract the friendly unit before it becomes decisively engaged.
- The destruction of large enemy forces, usually occupying prepared fortifications, is accomplished by a coordinated attack of the enemy's position supported by all available combat power, including artillery, tactical air, naval gunfire, Army aviation fires, and armor. During the conduct of the attack, possible escape routes are observed and are blocked by maneuver elements and firepower. The attack force executes the ground attack after firepower has neutralized the enemy unit and his defensive position to the degree possible. When available, other units are prepared to conduct pursuit operations and, if contact is lost, to attempt to regain it.

■ Conduct.



■ In selecting the area to be reconnoitered in force, the commander must consider the size of the assigned area of operations, the terrain and vegetation, size and location of any known or suspected enemy units, the size of the force available to him, and the support available, to include fire support and the Army aviation available.

■ Any number of techniques may be used to reconnoiter an area in force. To thoroughly reconnoiter an area, it must be saturated with ground elements aggressively patrolling their assigned areas. To accomplish the necessary complete saturation of an area, the controlling headquarters must subdivide the area into subordinate unit reconnaissance areas. To achieve maximum surprise and mutual support, the individual reconnaissance elements should be inserted simultaneously if possible. At times, however, saturation of an area of operations may not be possible, so a variation of the technique is used. The initial positioning of ground units and their movement plans are generally unlimited. Once inserted, the units act independently within their assigned areas of responsibility but coordinate with adjacent units. The overall objective is to locate and engage enemy forces. Once contact has been made, maximum fires are placed on enemy positions. The controlling headquarters directs adjacent units to occupy blocking or ambush positions along likely avenues of escape, while others may be directed to move in the direction of the target. Where large forces are encountered, the requirement is to fix the enemy until sufficient combat power can be massed to defeat him. Guerrillas characteristically operate in difficult terrain which limits the ground unit's ability to move rapidly to the decisive point. Where this occurs, fire support is employed while airmobile ready forces move in to destroy the enemy force. See FM 7-8 and FM 21-75 for detailed coverage of reconnaissance methods.

HASTY ATTACK

Once contact with the enemy is made, the commander deploys his force, coordinating maneuver, fires, air support, and other means in an attempt to

immediately destroy the enemy in contact or to fully develop the enemy situation. Generally, if the leading element contacting the enemy cannot defeat him quickly, the commander must decide whether to conduct a HASTY ATTACK or to take time to develop the situation more carefully and then conduct a DELIBERATE ATTACK.

At times the intelligence available to the commander will indicate clearly which course he should follow. At other times, however, judgment may dictate he conduct a hasty attack to avoid being held up by inferior forces and being unnecessarily delayed. At the same time, he must be careful to avoid being drawn into an ambush.

Conduct of a hasty attack is a difficult and challenging operation. Ideally, there should be no pause in the forward momentum of the force upon initial contact. Maneuver units swing into action immediately, using movement techniques appropriate to enemy and terrain.

The commander must summon, and bring into the battle, fire support and all other available support. He must coordinate and maneuver all resources so as to apply the combat power needed against the enemy. The hasty attack must try to fix enemy elements in place with firepower and either overrun or encircle them. Speed is essential. The reserve force will have to be deployed early if maneuver elements become held up. IF MOMENTUM IS LOST, THE HASTY ATTACK WILL FAIL.

DELIBERATE ATTACK

When the commander of a force determines that he has encountered a strong enemy force in well-prepared defensive positions, he may conclude that a deliberate attack is necessary. A deliberate attack is characterized by greater and widely distributed knowledge of enemy positions, by greater volumes of effectively delivered supporting fires, by extensive deception, by full exploitation of electronic warfare (EW), and by employing measures beyond those possible in a hasty attack.

EXPLOITATION

If an attack succeeds, exploitation and pursuit should ensue. Exploitation is an operation undertaken to follow up success in the attack. Following the principle of reinforcing success, immediate exploitation using an uncommitted element of the force is advisable.

The exploiting force drives swiftly to disrupt command and control functions, sever escape routes, destroy reserves and equipment, and deny the enemy an opportunity to reorganize his defense. Such an exploitation force should be large, reasonably self-sufficient, and well-supported by tactical air, air cavalry, and attack helicopters. It should not pause to achieve minor tactical successes against isolated fleeing enemy units; it should attempt to fix them while concentrating on destroying the main guerrilla force. The commander must provide mobile support, including helicopters for emergency supply of POL and ammunition, and insure sufficient follow-on forces to attack guerrilla forces bypassed or fixed by the exploiting force.

PURSUIT

Pursuit is an offensive action against a retreating enemy. It is the final phase of the

exploitation and occurs when a large guerrilla force attempts to disengage. Normally, it attempts to cut off and annihilate a hostile force. It does this by maintaining pressure with an exploiting force and encircling with sufficient force to cut escape routes and destroy the enemy. It culminates a successful exploitation.

As enemy demoralization and unit disintegration begin, exploitation may develop into pursuit. A pursuit may develop in any operation in which the enemy has lost his ability to operate effectively and attempts to flee. Pursuit requires great energy and the resolution to press on despite fatigue, dwindling supplies, or the approach of darkness. Nighttime pursuit increases enemy confusion and speeds his disintegration.

The primary purpose of pursuit is to destroy the guerrilla force. Although terrain objectives may be assigned as control measures, the primary objective is the guerrilla force.

In pursuit, the requirements and command relationships for forces which follow and support are the same as in exploitation. In conducting a pursuit, the commander maintains unremitting, direct pressure against the enemy while trying to envelop him to cut his line of retreat. When conditions permit, the commander orders double envelopments of the retreating enemy. He makes maximum use of fire support, airmobile forces, and offensive electronic warfare.

RAID

A raid is an operation, usually small-scale, involving a swift penetration of hostile territory to secure information, harass the hostile guerrilla force, or destroy the guerrilla force and its installation. It ends in a planned withdrawal upon completion of the assigned mission. A successful raid is based on accurate, timely, and detailed information. To assist in attaining surprise, the raiding force uses inclement weather, periods of limited visibility, or terrain normally considered impassable.

The force is normally organized into an assault element and a security element. A larger raiding force may add a support element while a small raiding force includes supporting weapons in the assault element.

The use of airborne and airmobile forces for a raid enhances surprise. If night airborne or airmobile raids are conducted, the force must be accurately inserted and oriented on the ground. Airmobile combat patrols supported by armed helicopters offer infinite possibilities for conducting raids. This type of raid force can move in, strike the objective, and withdraw without extensive preparation or support from other sources.

For additional information on the composition and organization of raid forces, see FM 7-8, FM 7-10, FM 7-20, and FM 21-75.

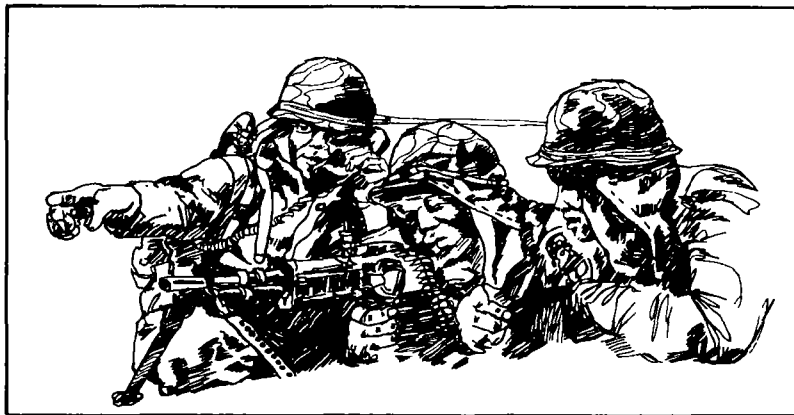
SECTION IX STRIKE CAMPAIGN

Mission
Concept
Organization
Operations

GENERAL

This section provides guidance on the missions, concepts, organization, and operations of strike campaigns. Strike campaigns consist of a series of major combat operations targeted against insurgent tactical forces and bases in contested or insurgent-controlled zones. Other internal defense activities may support tactical forces during strike operations. Strike campaign operations are usually of relatively short duration (generally, one day to several weeks). While the guidance outlined here is focused on the infantry brigade, this section may be extended to apply to any combined-arms organization conducting counter guerrilla operations.

MISSION



Brigade strike campaign operations are conducted to - -

Harass the guerrilla to prevent the buildup of personnel and logistical resources.

Destroy the guerrilla force and its base complexes.

Demonstrate support for the government and for the populace in the local area.

CONCEPT

Strike campaigns are conducted against guerrilla forces and bases. They serve to keep guerrilla forces moving and off balance. Areas of strike campaigns are usually outside of those undergoing consolidation or those under friendly control. Ground or water means of entry may be used, but airmobile or parachute deliveries are most adaptable.

Strike campaigns include offensive tactics such as raids, reconnaissance-in-force, hasty or deliberate attacks, and pursuit, or combinations of these operations.

ORGANIZATION

Brigades assigned strike campaign missions either are relieved from area responsibility well in advance of the strike mission or, preferably, will be constituted as specialized forces held at the national or regional levels. Brigade strike forces are organized as self-sufficient task forces capable of operating in areas remote from logistical bases, when they are logistically sustained by air. Brigades are assigned "home bases" in secure areas for elements not committed to operations.

OPERATIONS

Brigades committed to strike campaigns are assigned a tactical area of responsibility. They coordinate operations through area coordination centers which have overall responsibility for the areas in which the brigades will operate.

The brigade commander normally will assign operational areas to the subordinate battalions which, in turn, may assign areas to companies. Company commanders may assign specific areas to platoons at times; however, platoons are normally assigned specific missions rather than operational areas. Each battalion normally will establish a separate combat base. Companies normally will operate from patrol bases, but at times may operate separate company combat bases. When the areas assigned to units are too large to be reconnoitered concurrently by subordinate units, commanders establish an order of priority for reconnaissance of the areas.

Battalion commanders maintain reserve forces (ready force) to react quickly to situations requiring an immediate response. Each rifle company patrols its area of operations continuously and aggressively. The location of the company patrol base and patrol routes must be varied to insure complete coverage of the area.

The rifle company moves to, secures, and occupies the company patrol base with sufficient supplies to permit limited independent operations. If it is to operate in the same area for an extended period of time, it should consider establishing small ration and ammunition reserves.

The company area is patrolled to provide complete coverage day and night with emphasis on the night patrols. Generally, a platoon-size patrol will have sufficient firepower; but if additional support is needed, the company commander may request assistance from the battalion reserve (ready force). Emphasis is placed both on engaging the guerrilla with organic means of fire and maneuver and on employing supporting artillery and air support.

Orders issued to the company commanders include the area assigned and resupply instructions. The conduct of operations is based on decentralized planning and execution. Company commanders plan and coordinate platoon activities to insure completion of the overall company mission. Platoons on patrol carry light rations and store unneeded equipment at company or battalion bases.

Rifle company mortars may at times be located in battalion combat bases, while

CHAPTER 7

FISTs move with the companies. If the terrain and situation permit, battalion bases may be moved as the companies move their patrol bases. If civilian communities are located in the area and if security conditions permit, battalion bases may be located near (but not within) the community. Here, the battalion may conduct psychological, intelligence, and military civic action operations.

Raids, ambushes, and night operations will be used to destroy guerrilla forces. Daylight operations are directed primarily against guerrilla encampments or fortified installations.



Brigade commanders use all available means to locate guerrilla forces and bases, and, once located, they give priority to destroying the guerrilla forces. An attack on a guerrilla force normally requires superior combat power. Reserves (ready forces) attempt to immediately engage and destroy moving guerrilla forces before they can disperse. Depending on the situation, either hasty or deliberate attacks are made on guerrilla bases which contain fortifications. After a successful attack on guerrilla forces, troops thoroughly search the area for guerrilla personnel, supplies, equipment, and documents. Pursuit operations are undertaken to destroy or capture forces attempting to flee. Artillery, air support, and airmobile forces support ground pursuit.

The brigade will not normally occupy the area for an extended time following a successful attack. Operations to search out guerrillas will continue. Elements of the brigade may be rotated through the "home base" for periods of rest and training.

SECTION X CONSOLIDATION CAMPAIGN

General

Mission
Concept
Preparatory Phase
Offensive Phase
Development and Completion Phases

GENERAL

This section provides the brigade guidance on the missions, organization, and operations of consolidation campaigns. Consolidation campaigns are the application of all civil and military aspects of internal defense and internal development programs. They are designed to establish, regain, or maintain control of specific areas.

MISSION

The brigade participates in consolidation campaigns by conducting tactical, intelligence, psychological, civil affairs, populace and resources control, and advisory assistance operations.

CONCEPT

Brigades committed to consolidation campaigns support the overall IDAD effort by applying their resources in the following manner:

In the preparation and offensive phases, tactical operations are stressed. Initial area control will be established by clearing guerrilla forces from an area, expanding it, and linking it to other areas as they are cleared.

In the development phase, the primary mission is tactical operations to maintain security of the cleared area. Concurrently, brigades will perform intelligence, psychological, populace and resources control, civil affairs, and advisory assistance operations. The brigade also will conduct military civic action in conjunction with civil affairs programs.

During the completion phase, when guerrilla activity within a consolidated area has been largely neutralized and host country agencies have resumed control of the area, the brigade begins to phase out its participation in local operations and prepares to conduct operations in another area.

PREPARATORY PHASE

Consolidation campaign plans must be detailed and provide for long-range commitment of both personnel and materiel. Plans must be coordinated with all agencies involved in the consolidation campaign. In addition to planning, the brigade

conducts necessary training and becomes engaged in intelligence and other IDAD activities.

OFFENSIVE PHASE

The offensive phase of a consolidation campaign involves moving the civil-military task force into the operational area, destroying or neutralizing guerrilla forces and sympathizers, and removing insurgent personnel who may have infiltrated the local government.

Reconnaissance-in-force patrolling, area surveillance, ambushes, and other small-unit actions will be used extensively. Offensive operations, such as movement to contact, hasty or deliberate attack, raid, or pursuit, will follow the small-unit reconnaissance as targets are located.

Care must be taken that once cleared, the friendly controlled areas are not allowed to revert to guerrilla domination.

DEVELOPMENT AND COMPLETION PHASES

During the development and completion phases of a consolidation campaign, brigade operations involve holding an area to permit government agencies to conduct their internal defense and internal development programs. Operations also involve training local forces to assume the defensive and security missions from the regular armed forces. Aggressive defensive operations provide security against guerrilla attack, deny guerrillas access to support, and provide a secure base from which to expand the consolidated areas. Offensive action is continued to destroy guerrilla forces; however, defense must be provided for population centers, tactical bases, logistical installations, airbases/airfields, and lines of communication.

Defensive actions are conducted to accomplish one or more of the following:

- Destroy or capture guerrilla forces.
- Reduce guerrilla capability and opportunity for offensive action.
- Deny guerrilla entry into an area.
- Provide security and thus develop favorable conditions for other IDAD operations.

The normal form of defense in consolidation campaign operations is with small unit tactics, using airmobile and other reserve forces (ready forces) to immediately react to intelligence or an insurgent attack. Artillery and air support is prearranged to the degree possible, and plans are adjusted as required.

Security forces will conduct extensive patrolling throughout the area. The bulk of the brigade force may be assigned areas of responsibility and be heavily engaged in patrolling and supporting efforts of local security forces.

The composition of the brigade reserve will vary with the size of the area, nature of the enemy threat, and the terrain. Some brigade units may be fragmented into small elements and required to defend dispersed installations. In this situation, the reserve elements are assigned contingency missions to provide reaction forces for several installations.

Area coverage may require assignment of fire support units to a much lower level than is normal in conventional operations. To support dispersed security elements, decentralization of fire support may be required. Registration on likely guerrilla assembly areas and routes of approach and withdrawal is necessary. Direct fire supporting weapons (including artillery in the direct fire role) can be effective at short ranges when using time and super-quick fuze. Having direct fire supporting weapons is particularly important if the guerrilla force closes within the minimum indirect fire range limitation of weapons.

All military and critical civilian installations and population centers must be protected against sabotage and attack.

- The larger installations and communities and the surrounding smaller ones mutually assist each other in their defense. Fire support from several installations and communities can contribute to mutual defense.

- The defense of communities is primarily the task of local paramilitary and police. The defense of communities is conducted with special emphasis on physical security and populace and resources control measures. In planning the defense, the following should be considered:

- Boundaries, coordinating points, and the configuration of the operational area depend more upon the location of the community than upon the most favorable terrain.

- Surveillance and security measures must be effective at all times.

- Since guerrilla attacks on communities usually are conducted from close-in assembly areas, fire planning must emphasize coordinated short-range defense.

- Extensive physical security measures must be maintained inside and around installations.

- Extensive patrolling must be maintained outside the defensive perimeters.

- Mobile reserves must be maintained and be ready to react to a surprise attack.

- Special attention should be given to the security of food supplies, arms, ammunition, and other equipment. Camouflage and deception measures such as dummy positions, natural and manmade obstacles, alarms, illumination, flame field expedients, electronic surveillance devices, and restricted areas are used. Fields of fire are cleared and field fortifications are constructed.

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- Communications must be established between static defense positions, the next higher unit, and fire support units within effective range. The parent unit must be prepared to provide assistance to the installation or community.

- Installations and communities should be organized for all-round defense, including local artillery support. Adequate measures to include guards and patrols should be used to prevent surprise. Concealed approaches may be cleared, mined, or covered by automatic weapons. Flame field expedients should be used to cover approaches and to serve as early warning. Areas from which fire can be placed on the installation should be cleared and mined. Covered routes may be prepared from shelters to combat positions. Sufficient essential supplies may be stored in dispersed and protected sites. Combat efficiency is maintained by training and periodic alert drills.

- Personnel other than assigned security personnel should not be allowed to enter the defensive positions. Those living in the immediate vicinity are screened and, if necessary, evacuated.

- The defense of the installation or community should be varied to counter information the guerrilla may have concerning the disposition and routine operations of the security force. This may be done by varying:

- Patrol and sentinel routes.

- Fixed positions and listening post locations.

- Schedule of changing guard.

- Password.

- Position of automatic weapons.

- To counter the guerrilla tactic of night attack, illuminating techniques to include illuminating grenades, air and ground flares, artillery and mortar illuminating shells, searchlights, and other improvised means of illumination must be employed in the night defense. For details on battlefield illumination, see FM 20-60.

Military units may be required to secure lines of communication in the area. They may do so by surveillance, occupation of tactical positions, or use of pickets for convoy security, patrolling, and security posts. Along lines of communication fixed security posts protect critical points such as terminals, tunnels, bridges, and road or railway junctions. The size of the security post depends on the mission and the type and size of the hostile forces which may attack it. Security posts in remote areas will necessarily be larger than those near supporting forces. When preparing the security post, troop comfort should be considered.

HIGHLIGHTS

COUNTERGUERRILLA OPERATIONS

- ☐ MUST BE CLOSELY COORDINATED WITH OTHER IDAD OPERATIONS.
- ☐ ARE CONDUCTED IN BOTH CONSOLIDATION AND STRIKE CAMPAIGNS.
- ☐ REQUIRE UNITS BE ASSIGNED TACTICAL AREAS OF RESPONSIBILITY.

ORGANIZATION OF COUNTERGUERRILLA FORCES

- ☐ STRIVES FOR TACTICAL SELF-SUFFICIENCY.
- ☐ IS DESIGNED AROUND LIGHT INFANTRY FIGHTING ELEMENTS.

OBJECTIVE OF COUNTERGUERRILLA FORCES.

- ☐ DESTRUCTION OF GUERRILLA FORCES

USE OF FIREPOWER IS GUIDED BY THE PRINCIPLE

- ☐ "MINIMUM ESSENTIAL FORCE."

LARGE ENEMY FORCES OCCUPYING HARDENED POSITIONS ARE ATTACKED

- ☐ BY ALL NECESSARY COMBAT POWER.

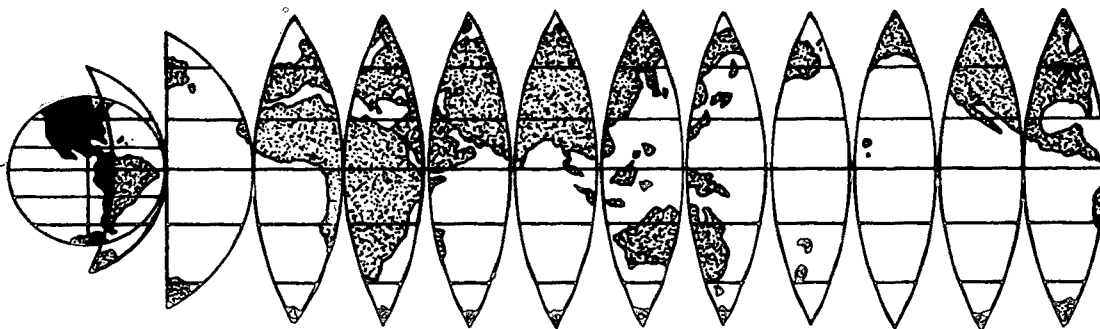
IN POPULATED AREAS

- ☐ US UNITS REQUIRE INDIGENOUS POLICE AND INTERPRETER SUPPORT.



CHAPTER 8

POLICE OPERATIONS



SECTION I INTRODUCTION

General

US Military Police

GENERAL

This chapter provides guidance concerning police-type operations of security forces. How well and the manner in which the police forces keep law and order have bearing on whether IDAD programs to prevent insurgency will be successful. Improper actions by police or their overreaction to incidents will promote the insurgent cause. In fact, the insurgents will deliberately try to provoke the police into taking harsh measures which will alienate the people. A nation vulnerable to insurgency should give high priority to developing well-trained, incorrupt, effective police forces.

US MILITARY POLICE

Within the US Army, military police provide the personnel for law enforcement and combat military police operations. The military police are qualified to provide foreign internal defense assistance in many functions which are applicable to police operations against insurgents.

NOTE: Although US military police have the inherent capability to provide assistance, as presently written the Foreign Assistance Act of 1961, as amended, prohibits assistance to foreign police under the Military Assistance Program and the International Military Education and Training Program.

SECTION II INTERNAL DEFENSE

Responsibility

Organization

Law

Firearms

Bomb Disposal
Other Functions

RESPONSIBILITY

The primary responsibility for law and order belongs to a nation's police forces. In many nations a national police organization is responsible for internal security as well as the usual police operations. There also may be police paramilitary units which closely parallel the military in organization and capabilities for handling civil disorders. Many types of incidents which occur in an insurgency are best handled by the police because - -

Many of the incidents are criminal acts such as murder, kidnapping, and robbery.

Police have powers of arrest, are trained in handling evidence, and are accustomed to legal proceedings.

The people are accustomed to and readily accept police law enforcement.

Police methods are suited to antiterrorist operations.

ORGANIZATION

Most police organizations have as their largest element a uniformed branch which performs the day-to-day law and order functions. There is normally a criminal investigation element which operates mostly in civilian clothing. In many of the countries of the world, other "plain clothes" elements, such as the "Special Branch" police, may exist. Police intelligence and internal security affairs are usually responsibilities of the Special Branch. Police paramilitary units or police reserve forces may be used to maintain public order during disturbances. Using these forces to quell riots and disorders may be preferable to using military forces, particularly in the early stages of an insurgency. Specially trained tactical police units can be organized to combat urban area terrorists and urban guerrillas. Whatever the organization, responsibilities for internal defense operations and coordination procedures among the various elements must be established.

LAW

Law enforcement must be conducted within the legal powers accorded the police. In times of emergency, certain limitations on police powers which safeguard the normal rights of citizens may be lifted by law. If special legislation covering emergencies extends the duties and powers of the police, these additional duties and powers must be publicized so that the population generally understands them. The police themselves must understand the importance of remaining "within the law" and not resorting to extralegal powers. Also, in any situation, the police and other security forces should habitually limit the use of force to the "minimum necessary."

FIREARMS

The use of firearms in internal defense should be limited to those situations where there is an immediate threat to life through attacks on persons or property. "Rules of engagement" governing the use of firearms should be spelled out. Use of firearms or deadly weapons should be limited to the defense of life and the apprehension of armed insurgents responsible for a death or serious injury committed in sight of those upholding the law. The danger to innocent people must be considered before firearms are used.

BOMB DISPOSAL

Where the insurgents have adopted terrorist tactics, trained personnel will be needed to examine weapons suspected to contain explosives and to dispose of explosives found. These will often be improvised devices that involve incendiary material as well as explosives. The police may have to seek the assistance of explosive ordnance disposal (EOD) personnel of the military forces. Also, coordination with firefighters will be necessary.

OTHER FUNCTIONS

The police may perform many other internal defense functions; some may be in conjunction with the military forces. Contingency plans must provide measures to fit the threat of terrorism and reactions to terrorist acts. High risk personnel and key installations must be protected. Movement of personnel and supplies over roads, by rail, over waterways, or by air transport must be protected. The following list of other functions, although not all inclusive, indicates the scope of police activities in internal defense.

Obtain intelligence.

Implement and enforce curfews.

Operate checkpoints and roadblocks.

Institute block or area warden systems.

Provide physical security of installations.

Maintain identification systems.

Enforce restrictions on contraband.

Man police operations center.

Control restricted areas.

Conduct surveillance operations.

Perform foot and motorized patrols.

CHAPTER 8

Operate observation posts.
Provide aerial observation.
Perform cordon and search operations.
Perform route clearance.
Perform border operations.
Quell riots and disorders.
Operate confinement facilities.

SECTION III FOREIGN INTERNAL DEFENSE

General
Planning
Training Assistance
Police Assistance
Combined Operations

GENERAL

US military police personnel and units participating in foreign internal defense may be required to provide - -

Combat and combat service support to US military units.

Support to other US Government agencies.

Training, advice, and operational assistance to host country military, paramilitary, or civil police.

Personnel for combined host country, other allied nations, and US police operations.

PLANNING

The type, number, and employment of military police personnel and units depend upon the nature of the threat, the political environment, and the assistance required.

Before deployment planning must consider:

- The type and size military police elements to be employed.
- Training requirements for military police personnel and units.
- Logistical support requirements for military police units.
- Command, control, and coordination between the US military commander and/or MAAG, mission, country team, and the military police units.
- Agreements between the United States and the host country which will affect military police operations.

Operational planning must consider:

- US policies and objectives.
- The total IDAD program.
- Host country desire regarding the US role.
- Specific situation regarding host country police organizations, training materiel, strength, capability, disposition, political role, and operational role.

TRAINING ASSISTANCE

The basic considerations in training of host country police are guidance provided in US-host country agreements, mission of the host capabilities of the existing police forces, and type of force country police, (civil, military, paramilitary) to be trained.

POLICE ASSISTANCE

The primary areas of interest of military police are - -

Police foreign internal defense operations to include primary staff and operational responsibility for combined and joint police operations, police intelligence, police implemented populace and resources control measures, police training and advisory duties, and combat support and combat service support to US military operations.

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General police operations in regard to - -

- Circulation control.
- Civil disturbances.
- Confinement of prisoners.
- Crime prevention and investigation.
- Enforcement of military laws, orders, and regulations.
- Operational control of assigned tactical areas of responsibility.
- Physical security matters.
- Police intelligence operations.
- Prisoners of war and civilian internees.
- Rear area protection operations.

COMBINED OPERATIONS

Combined operations require prior written agreement as to authority, jurisdiction, procedural, and organizational matters. The legal basis for combined operations is usually a treaty or operational agreement between the United States and the host country.

HIGHLIGHTS

HOST COUNTRY POLICE

- ☐ HAVE PRIMARY RESPONSIBILITY FOR LAW AND ORDER.

POLICE SHOULD

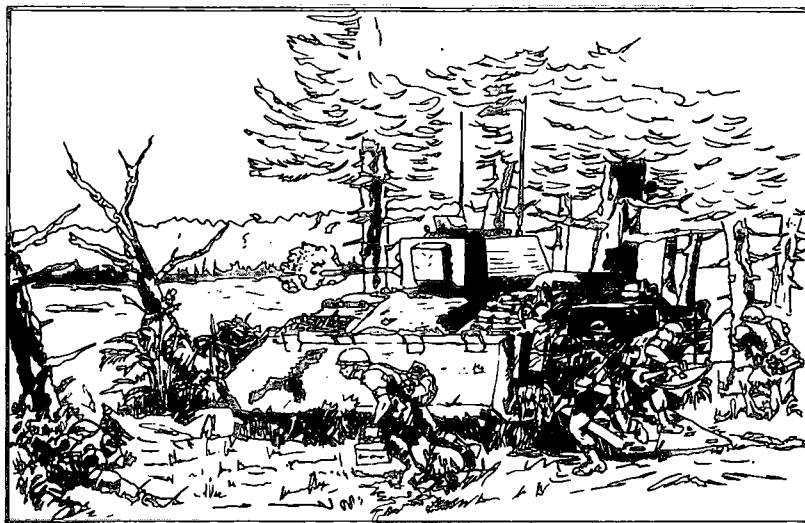
- ☐ LIMIT USE OF FORCE TO MINIMUM NECESSARY.

INSURGENTS ATTEMPT

- ☐ TO PROVOKE OVERREACTION BY GOVERNMENT FORCES.

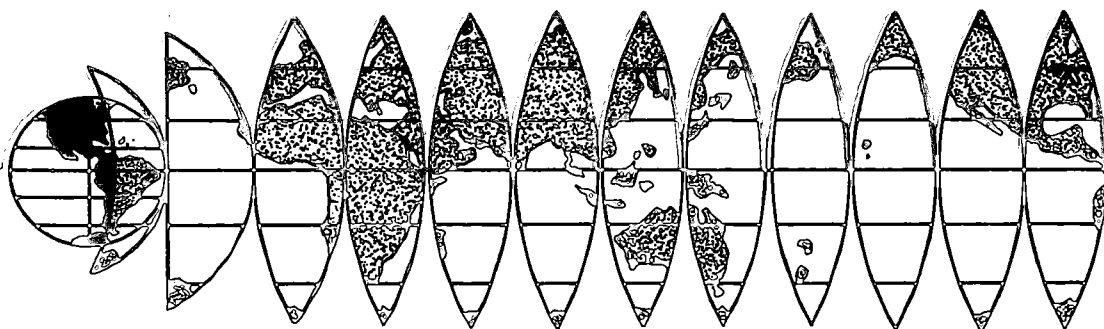
US MILITARY POLICE CAN PROVIDE

- ☐ SUPPORT TO US MILITARY UNITS.
- ☐ TRAINING, ADVICE, AND OPERATIONAL ASSISTANCE TO HOST COUNTRY FORCES.
- ☐ OPERATIONAL PERSONNEL FOR COMBINED OPERATIONS.
- ☐ SUPPORT TO OTHER US GOVERNMENTAL AGENCIES.



CHAPTER 9

MOVEMENT SECURITY



SECTION I INTRODUCTION

Purpose

General

Concept

Organization

Operations

PURPOSE

This chapter provides general guidance on movement security for elements moving by foot, track or wheel vehicles, rail, air, or water. The commander is responsible for providing continuous, all-round security for his unit and other forces as well as installations in the area for which he is responsible. He must guard against sabotage, terrorism, and tactical surprise. Security measures insure freedom of maneuver in response to an enemy threat or attack.

GENERAL

The commander provides for security by coordinating all available security resources to:

Provide timely and accurate warning of enemy movement into and within the area for which he has been assigned responsibility.

Provide time and space for maneuver of his forces in reaction to enemy threats.

Orient on installations, lines of communication, and units in his area of responsibility that are known or suspected enemy targets.

Provide protection of all operational bases, logistical installations, and lines of communication.

Insure that ready forces are provided and fires are coordinated for use in the event of enemy attack or other action.

Provide for a counterreconnaissance screen and coordinate counterintelligence activities to detect and deny enemy espionage, sabotage, and subversion, and to provide deception for his own operations.

CHAPTER 9

Destroy or neutralize enemy threats by appropriate action to include hasty or deliberate attack and application of appropriate firepower.

CONCEPT

All movements of troops and supplies must be planned and conducted as tactical operations with emphasis on extensive security measures. These security measures may include - -

Secrecy, including planning and disseminating orders, strict noise and light discipline during movement when appropriate, and varying routes and schedules of movement.

Security forces organized and equipped to insure effective front, flank, and rear security during movement and halts. Pre-positioning security elements along the route of movement helps in performing route reconnaissance and movement security.

Coordination with supporting air units to insure thorough understanding of air support used to assist the movement, both in taking preventive measures and in close combat operations. The need for secrecy may preclude initial air cover, but it will not preclude use of close air support when required.

Fire support elements which provide close and continuous fire support for the movement.

Maneuver for counterambush actions, to include contingency plans for immediate action against an ambush and use of formations which allow part of the column to be in position to maneuver against an ambush force.

Communications with supporting units and higher headquarters, to include airborne radio relay.

Varying the location of leaders, communications, and automatic weapons within the movement formation.

Questioning local civilians along the movement route for intelligence information, to include possible guerrilla ambush sites.

Movement by bounds with overwatching fire.

Use of scout dogs and other ambush detection means.

ORGANIZATION

Organization of the movement will depend upon the type of movement, i.e., whether by ground, air, or water, and is discussed in the following paragraphs.

OPERATIONS

Planning for movement should be coordinated with military units along routes of movement and should consider - -

COMMUNICATIONS. Communications are vital to the success of movements. Radio communication must be planned and be available between convoy serials and march units, with artillery forward observers and air controllers, and with units and population centers in the areas along the route of movement. Visual and sound signals, which include colored smoke, identification panels, and whistle or horn signals, should be prearranged. While limited in scope these communication means are effective when prearranged meanings and responses are understood and rehearsed.

ARTILLERY AND MORTAR SUPPORT. Artillery and mortar support may be provided by units within range of the route of movement or by artillery and mortars which may be positioned within range of the proposed route. Movements requiring artillery and mortar support should have observers either with them or in supporting observation aircraft. Strip maps marked with planned concentrations will enable personnel other than forward observers to request fires. Coordination with fire direction centers (FDC) capable of providing fire along the route of movement must arrange for the forward observer to enter the FDC net, make routine location reports, and request and adjust fires. Call signs, frequencies, authentications, areas of possible employment, schedules of movement, and concentration numbers must be coordinated.

AIRCRAFT. Since experience has shown the presence of aircraft deters ambushes, column cover by traveling overwatch or bounding overwatch by attack helicopters in conjunction with a route reconnaissance by scout helicopters or fixed-wing strike aircraft may be requested. Planning includes the type, number, and method of employment of aircraft. Methods of employment include column cover, air alert, and ground alert. Column cover by fighter aircraft is expensive in terms of crew fatigue and equipment maintenance; therefore, light observation-type aircraft that can direct on-call air support are used for short movements over frequently used routes in more secure areas. When air support is planned, communications information concerning radio frequencies, call signs, and identification procedures must be provided to all who may need to use them. In addition, the supporting air unit must know the maneuver intentions of the ground element in case of ambush.

ROUTE CLEARING. Route clearing operations may be conducted before certain critical movements. The use of route clearing operations will depend upon the availability of troops, the importance of the movement, and the guerrilla threat within the area. Normally the units responsible for the area through which the movement will pass will be used in route-clearing operations. These route-clearing forces will normally include both mounted and dismounted elements. In addition to a thorough reconnaissance of the main route of movement, critical terrain near the route must be secured. This may be done by placing pickets along critical stretches of the route or by selective placement of tactical units.

RESERVES. Reserves (ready forces) are vital to countering ambushes. The guerrilla must be convinced that ambushes will inevitably produce a fast, relentless, hard-hitting response by counter guerrilla supporting forces, to include airstrikes and

ground pursuit. Prior to a movement, reserve force commanders and aviators must be briefed on the general area of operations; landing areas, known and suspected guerrilla locations, and communications must be emphasized. If the distance to be covered from a single location prevents quick reaction, reserve ready forces are designated in successive areas.

SECTION II TYPES OF MOVEMENT

Motor Movement

Armor and Cavalry Movement

Rail Movement

Water Movement

Foot Movement

Air Movement

MOTOR MOVEMENT

Because of the pervasiveness of the threat, special escort attachments may not be available to support all motor movements; therefore, many convoys must be prepared to secure themselves for part or all of the distance. When a maneuver unit is designated to provide escort for a vehicle convoy, elements of the unit should provide escort through their respective areas of responsibility. Reconnaissance of the route immediately prior to the passage of the convoy is desirable. When a single unit is to provide escort through other units' areas of responsibility, it must coordinate closely with those units to insure adequate fire support and available reinforcements from local units during passage of the convoy.

CONCEPT. Since there is seldom time to issue orders during an ambush, the security detachment's actions are planned and, when possible, rehearsed by drills prior to the movement.

- Convoy command responsibility is clearly fixed throughout the chain of command. The commander and as many of his personnel as possible are briefed on the latest information about the area through which they are to pass. The commander formulates his plans and issues his orders to include formation, intervals between echelons and vehicles, rate of travel, and

detailed plans for action if the guerrilla force attacks the convoy. All personnel are entrucked in such a way that they can dismount rapidly into predrilled formations. Arms and ammunition are readied for immediate action, and vehicle commanders are responsible for keeping personnel alert.

■ Convoys may be escorted by reconnaissance aircraft or attack helicopters and may have tactical air support on call. The use of reconnaissance Army aircraft to survey routes immediately forward of a convoy often provides early warning of impending danger.

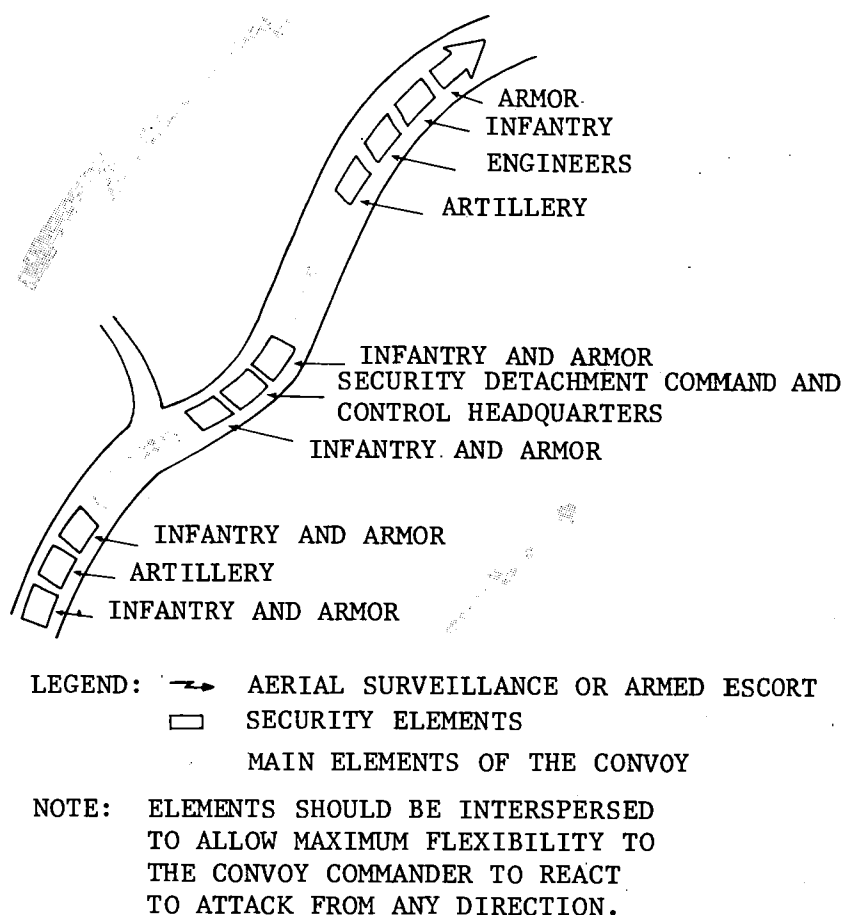


Figure 9-1. Convoy with a strong security detachment.

SECURITY OF A CONVOY WITH A STRONG SECURITY DETACHMENT (fig. 9-1). Special combined-arms teams may be organized and trained to accompany and protect convoys. The security detachment is organized with adequate combat power to counter guerrilla ambushes. Its size and composition will depend upon the physical characteristics of the area, the capability of the enemy force, and the size and composition of the convoy.

CHAPTER 9

■ In any case, the security detachment should have the following subordinate elements:

- A headquarters element to provide command, control, and communication.
- A medical support element.
- An armored element to provide firepower and shock effect.
- A mechanized or motorized infantry element.
- A combat engineer element to make minor repairs to bridges and roads and to detect and remove mines and obstacles.
- For large convoys the security detachment should include field artillery. Ideally, half of the artillery would be placed well forward in the column and half near the rear of the column. The artillery command and control element would move in the vicinity of the security detachment headquarters. This arrangement allows the most flexibility for providing artillery fire support to elements of the column in the event of ambush.
- The combined-arms security detachment is usually interspersed throughout the convoy so that the various elements can be employed either as a fixing element or attacking element as required.
- The formation of a security detachment and its integration into a convoy are varied, because the enemy may be expected to observe convoy patterns and prepare their ambushes to cope with expected formations. Tanks lead the convoy to gain maximum advantage from their mobility and firepower. If no tanks are available, a heavy vehicle with sandbags placed to protect personnel from mines should lead the convoy.
- A strong attack element is placed at the rear of the convoy formation where it has maximum flexibility in moving forward to attack any force attempting to ambush the head or center of the convoy.
- The enemy force may allow the advance guard to pass the site of the main ambush and then block the road and attack the main body and the advance guard separately.
- At the first indication of an ambush, vehicles attempt to move out of the killing zone. If necessary to halt, vehicles stop in place; they do not drive to the roadsides or shoulders which may be mined.
- Specified individuals following the unit SOP immediately return fire from inside vehicles to cover detrucking personnel. These individuals detruck last under cover of fire by those who detrucked first. Upon dismounting, personnel caught in the kill zone open fire and immediately assault toward the ambushing force and then establish a base of fire. Tanks open fire and maneuver toward the ambushing force or to the most favorable ground in the immediate vicinity.

- While the engaged element continues its action to protect the convoy, the commander rapidly surveys the situation and issues orders to the designated attack elements to begin predrilled offensive maneuvers against the enemy force. The fire of the engaged security element is used to fix the ambushing force and is coordinated with that of the attacking element.

- After the enemy force is destroyed or neutralized, security details are posted to cover convoy reorganization. The convoy commander, using the fastest communication available, briefs his commander (or the appropriate ACC) on the engagement. Captured enemy troops are interrogated as to where they planned to reassemble, and this information is reported immediately to higher headquarters.

- After an ambush, patrols may be sent to interrogate and, if necessary, apprehend suspected civilians living near or along the routes of approach to the ambush positions.

SECURITY OF A CONVOY WITH A WEAK SECURITY DETACHMENT. If the security detachment accompanying a convoy is too weak for decisive action against a guerrilla attack or ambush, the following principles apply:

- Some of the troops are placed well forward in the convoy, and the remainder are placed a short distance to the rear.

- Radio contact is maintained between the two groups.

- Sharp curves, steep grades, or other areas where slow speeds are necessary are reconnoitered by foot troops before passage.

- At the first indication of ambush, leading vehicles, if the road appears clear, increase speed to the safe maximum in an effort to smash through the ambush area. Troops from vehicles halted in the ambush area dismount and immediately return fire. Troops from vehicles breaking through the ambush dismount and assault the flanks of the ambush position. The rearguard of the convoy dismounts and attacks the flanks of the ambush position. Both attacking groups must exercise care that they do not fire on each other.

- If the enemy force allows the main convoy to pass through and then ambushes the rear guard, troops from the main body return and conduct an attack against the flanks of the ambush position.

ARMOR AND CAVALRY MOVEMENT

General security doctrine and techniques for ground movement of armored units are covered in FM 71-2. Doctrine for cavalry units is contained in FM 17-95. During movements, unit vehicles and equipment are arranged to facilitate their employment upon contact with or interference from the enemy. Traveling, traveling overwatch, and bounding overwatch techniques are used in movement. Air cavalry is used to provide column cover and to give early warning of hostile activity. Security measures are employed to keep the enemy from learning of the movement or its destination once it has begun. Terrain and weather permitting, a ground security force (advance guard,

flank security, and/or rear guards) are used to provide security. When terrain precludes the use of these ground security elements, air cavalry will perform these activities as part of the cover force mission.

RAIL MOVEMENT

MISSION. The primary mission of train personnel and combat or security troops is to get the train to its destination.

CONCEPT. As long as the train continues to move to complete this mission, control remains with the train crew; however, if an ambush or firefight develops and the train is unable to disengage by movement forward or backward, the escort commander will take command and undertake defense of the train with all available personnel. If there is no escort, the senior military member aboard will take command. Radio communications are used to call for assistance. Security detachments guarding the right of way have their own communication system which may be tied into the railway communication system when required.

ORGANIZATION. Railway installations and rail traffic are secured by establishing defined areas of responsibility. Standing operating procedures are normally published by the highest level of command. Rail security is coordinated with area and tactical commands which provide support.

OPERATIONS.

- Armored trains may be used for patrolling track where guerrilla activity may be expected. Armored trains operate tactically under orders of the appropriate military commander. Since the operation of an armored train is quite different from that of other trains, the military transportation service will assign a specially selected train crew. This crew will coordinate the train movement with that of other trains and with proper regard for the tactical situation.
- Railway gondolas may be quickly prepared for defense by piling sandbags on the floor and at the sides and by mounting machineguns, mortars, and rocket launchers. These cars must not be placed next to cars containing gasoline, ammunition, or other flammables.
- Locomotives should be preceded by two or more cars loaded with sandbags, rocks, or scrap material for protection against mines and obstructions.
- On a single-track rail division subject to guerrilla attack, the positive-block method of operations is employed. In this method of operation, a following train is not permitted to enter a block until the preceding train has cleared it. This permits the train in the block, if attacked, to back up if necessary and to receive reinforcements by train from either direction.

WATER MOVEMENT

In an area of operations containing inland waterways, small boats may provide a high degree of mobility for military operations.

MISSION AND CONCEPT. Boats may be used to perform a variety of tactical as well as logistical tasks. Waterways movement of troops and supplies is planned and conducted in much the same manner as mounted movements on land; however, special characteristics of water transportation means must be considered.

ORGANIZATION. When a large waterborne force moves, it adopts a march formation similar to a ground convoy. Advance and rear guards in boats are organized. Flank security may be provided by patrols in boats in adjacent streams or on foot on the banks. Unlike ground convoy procedures, movement is not necessarily in file or column formation. The formation depends upon the purpose of the movement, the strength of the friendly force, and the width of the stream and is based on the same considerations as those for combat formations on land, to include control, security, flexibility, speed of reaction, observation, and fields of fire.

OPERATIONS. Waterways afford little cover and concealment. Power-driven boats are noisy and attract attention. Boats can be seen and fired on easily in daylight, but this disadvantage can be reduced by night movement and by traveling close to the stream banks where shadow and overhead branches aid concealment. Boats must go to or near the shore to unload, thus affecting the reaction time in case of an ambush. Landing operations may be difficult due to unfavorable characteristics along the banks. Transported troops should be assigned firing positions on board their vessels for defense against ambush. The transported units should position the maximum number of crew-served weapons on board to engage enemy on the near bank or both banks of the waterway.

FOOT MOVEMENT

Dismounted movements by small units are planned and conducted using the principles for patrolling (FM 21-75); for larger units, the principles for movement to contact will apply (FM 7-8, FM 7-10, and FM 7-20).

AIR MOVEMENT

Air movements are an integral part of counter guerrilla operations. The principles governing security of such movements are contained in FM 7-10, FM 7-20, and FM 57-35.

HIGHLIGHTS

MOVEMENTS OF TROOPS AND SUPPLIES

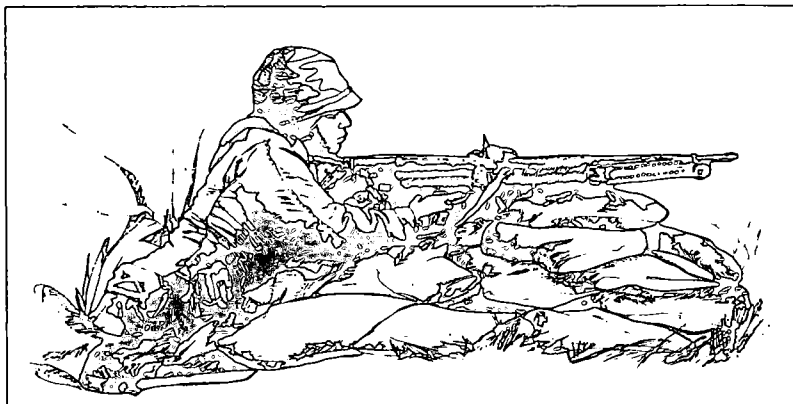
- ☐ MUST BE PLANNED AND CONDUCTED AS TACTICAL OPERATIONS.
- ☐ MUST BE COORDINATED WITH MILITARY UNITS ALONG ROUTES OF MOVEMENT.
- ☐ MUST BE BACKED BY RESERVES.

SECURITY DETACHMENTS

- ☐ ARE ORGANIZED WITH ADEQUATE COMBAT POWER TO COUNTER AMBUSHES.
- ☐ ARE INTERSPERSED THROUGHOUT A CONVOY.

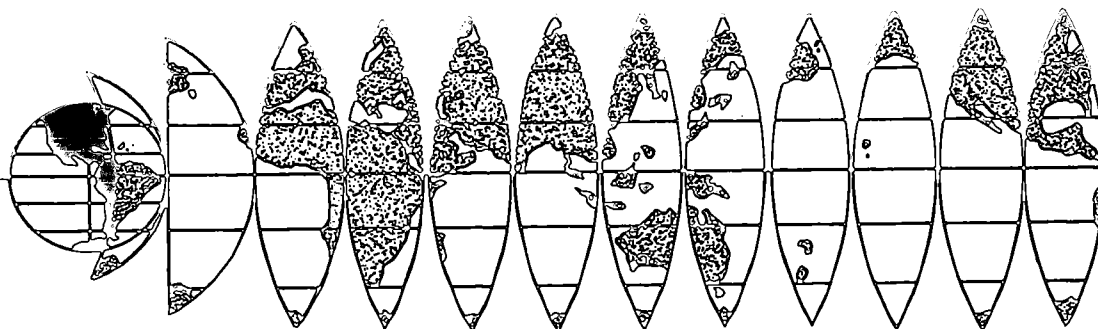
IMMEDIATE ACTION DRILLS

- ☐ MUST BE REHEARSED



CHAPTER 10

BASE TRAINING



SECTION I INTRODUCTION

Purpose

Base Defense Environment

PURPOSE

This chapter provides guidance to those concerned with the defense of various types of semipermanent bases, such as logistic installations, base camps, airfields, and airbases, under varying conditions of security that may exist in an area of operations.

BASE DEFENSE ENVIRONMENT

Defense and security of tactical units and installations are integral parts of the combat mission. Defense and security under combat conditions are covered in branch and combined arms field manuals and doctrinal publications.

Base defense operations are executed under the guidance of an area commander, whose responsibilities include protecting the resources of his area from interruptions caused by enemy activities or natural disaster. This is a territorial responsibility in which base commanders must provide for the local defense of their immediate base areas. In addition, base commanders may be asked to provide resources for other activities which may be classified as rear area protection (RAP) as outlined in FM 90-14.

The base defense environment is established in an area generally controlled by friendly forces but not sufficiently secure to prevent movement of small groups of insurgents, establishment of firing positions, or mounting of small-scale attacks. Therefore, the provisions of this chapter are applicable to the defense of bases in LIC operations and are similar to RAP operations.

Listed below are conditions which may characterize the environment for base defense in LIC operations.

- US forces are in a host country.
- Other nations in similar roles may be in the same host country.
- Unity of command or a combined headquarters may or may not exist.
- Although there is organized armed conflict, there is no recognized state of war.

- Many of the insurgents do not wear distinctive uniforms. At times, some may appear dressed in government uniforms. Insurgents cannot always be distinguished from government supporters or neutrals even when they are conducting overt operations.
- External support may be provided to the insurgents, both overtly and covertly. Nations or groups supporting the insurgents may provide sanctuaries where insurgent forces may establish base areas.
- Paramilitary forces may assume increased responsibilities.
- No military "frontline" exists where continuous contact can be maintained.
- Insurgents typically do not hold territory. They may disperse and avoid combat at the appearance of a stronger force.

SECTION II BASE DEFENSE

Missions, Functions, and Responsibilities

Command Relationships

Organization of Forces

MISSIONS, FUNCTIONS, AND RESPONSIBILITIES

Base defense consists of both normal and emergency local military measures taken to nullify or reduce the effectiveness of enemy attacks or sabotage. Base defense is conducted to insure the continued effectiveness of its facilities and units to fulfill their missions.

GENERAL. The commander of an area or a subarea that contains a base is responsible for its overall defense against enemy forces. The base commander, however, is responsible for its local defense; he must have under his operational control all forces, regardless of branch of service, that are assigned to the base primarily for its defense. Forces assigned to the base for other primary purposes will also assist in local defense during an attack. Each commander of forces located at a base is responsible for - -

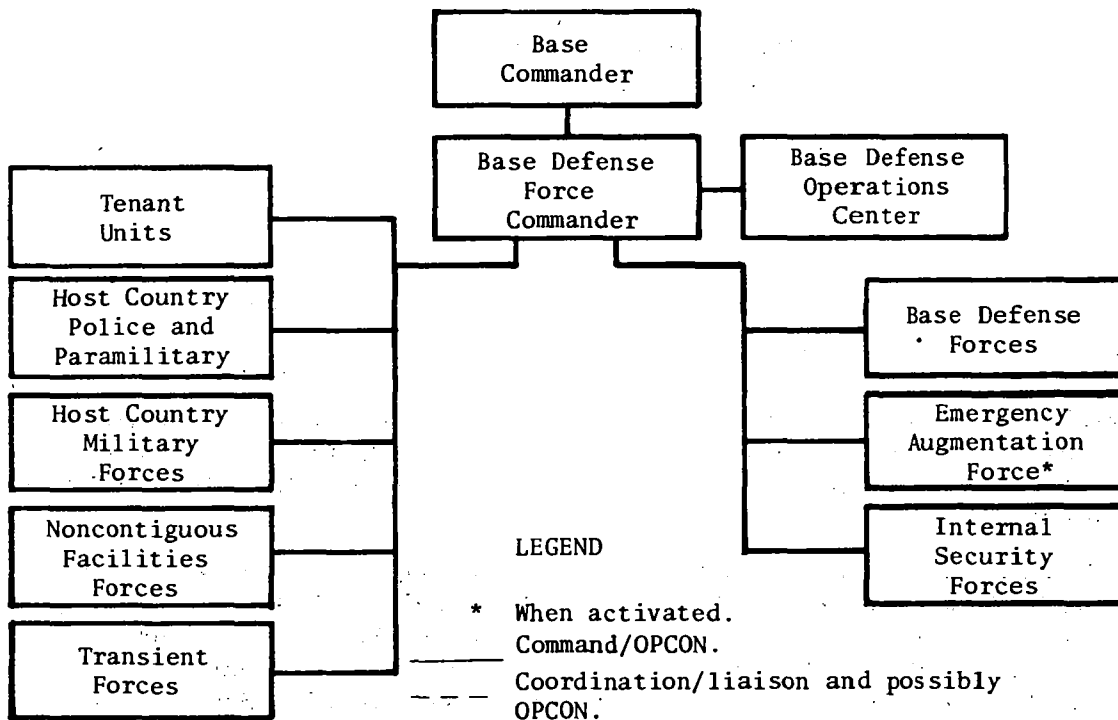
- Participating in preparation of base defense plans.

- Training his forces for base defense.
- Providing appropriate facilities and essential personnel for the base defense operations center and appropriate personnel for the base defense force staff.
- Providing for internal security of his own command.

BASE COMMANDER. The mission of the base commander is to exercise command, control, and administration of the base and also to exercise necessary control of resident and transient units not a part of the base command.

■ A base commander may also be the area commander. At the same time, he may also be the component Army, Navy, Marine Corps, or Air Force commander; or he may be designated separately.

■ The base commander's responsibilities include establishing the overall defense organization as well as planning, preparing, and executing all defense measures. Figure 10-1 depicts a type organization for base defense. If the base mounts or supports operations of two or more services that occupy and operate separate nonadjoining facilities within the base area, the base commander, as base defense coordinating authority, plans and directs the employment of these forces in base defense roles. To assist him in executing base defense functions, the base commander normally appoints a base defense force commander.



NOTE: When the base is under attack, the BDF commander will normally assume OPCON of all individuals and forces engaged by unit's equipment and personnel to his OPCON.

Figure 10-1. Type organization or base defense.

BASE DEFENSE FORCE COMMANDER. The base defense force commander is normally appointed to supervise the preparation of detailed defense plans to include establishing defensive sectors, conducting required training, providing for or coordinating logistic support, and controlling base defense operations. As the base commander's special representative, the base defense force commander coordinates the planning efforts of all elements scheduled to participate in the base defense. During the defense, he exercises command authority over these elements. Commanders of base elements may be given responsibility for the defense training of their forces or for making their forces available to the base defense force commander for training. Additional requirements such as procurement and storage of essential supplies, construction of defense installations, medical support, and communications assistance may also be levied against these commanders, consistent with overall requirements.

BASE DEFENSE FORCE (BDF). The mission of the base defense force, whether it be an assigned or a provisional force, is to prevent or resist an enemy attack by destroying the enemy force, reducing the enemy capacity for offensive action, and denying the enemy entry into the base area. Detecting and destroying enemy forces organized in strength are responsibilities of the area commander; however, the BDF commander may initiate offensive action in areas over which he has operational control. The accomplishment of this basic mission requires thorough planning for an aggressive defense fully supported by the other forces of the area command.

MAJOR TENANT UNITS. All units assigned to the base constitute elements of the overall defense force of the base. During an enemy attack or threat, some elements may be required to continue their primary function longer than others. In this respect, all local unit defenses are coordinated by the BDF commander to insure that each contributes to the overall defense of the base as well as to the local security of the areas in which the unit is quartered or employed. Since all tenant units may not be regularly organized and equipped for base defense tasks, they must be provided with appropriate weapons, ammunition, and equipment, as well as combat and logistic support.

TRANSIENT UNITS. Transient units, or other units not a part of the base command, may be assigned to the operational control of the base commander or the base defense force commander for emergency defense. Transient units may be elements of US Service components, host country, or third country military forces.

PASSIVE DEFENSE. In addition to their assigned active defense missions (i.e., air defense force conducting operations against enemy aircraft and missiles), all units in the base area are responsible for maximum implementation of passive defense. Passive defense consists of measures taken to reduce the probability of and to minimize the effects of damage caused by hostile action, without the expectation of taking the initiative. Responsibility for conduct of specialized passive defense measures is assigned to firefighting units, chemical units, medical units, and other appropriate organizations capable of satisfying passive defense requirements. Additionally, all units assigned to the base initiate passive defense measures, such as dispersion, camouflage, blackout, and use of shelters. These measures will assist in preserving the operating integrity of the base and in insuring decisive and effective action against enemy attack.

COMMAND RELATIONSHIPS

Command relationships for base defense operations must provide unity of command while preserving simplicity. The urgency of base defense operations requires clear-cut authority.

An area command is composed of those organized elements of one or more of the Armed Services designated to operate in a specific geographical area; these Armed Services are placed under a single commander. The area command may range in size from an area (theater) of operations to a small urban complex. The purpose of such area assignment is to - -

- Secure unity of effort in such operational missions as may be assigned to commanders.
- Coordinate defense, logistics, and the use of available facilities.

To provide for the effective defense of a base within his command or for joint planning within his area of responsibility, The commander of a unified or specified command must:

- Assign the responsibility for defense of the base and surrounding local defense areas.
- Establish the method of command or coordination to be exercised.
- Insure the establishment of appropriate command relationships between subordinate area and base commanders.

Command relationships and security/defense responsibilities vary at the base command level because of the possible multi-national and multi-Service force combinations involved in the overall defense effort of a given base. In the majority of cases, base ownership, national level agreements, and mutual agreements among senior commanders determine relationships and responsibilities. The relationship between US Service components and host country forces is included in the directive of the US establishing authority. This relationship is generally one of mutual coordination and cooperation. Relationships between/among US Service components using the same base are also outlined in the directive of the establishing authority. These relationships follow the principles designated for joint operations, attachment, or support as outlined in JCS Pub 2.

ORGANIZATION OF FORCES

The overall organization for base defense includes three types of elements:

- Those permanently assigned base defense/security responsibilities.
- Those assigned base defense responsibilities on an "as required" basis.
- Those assigned base defense responsibilities on an "as available" basis.

Elements permanently assigned base defense/security responsibilities are - -

- Table of organization and equipment (TOE) or provisional-type base defense forces which have been assigned a primary mission to defend the base. This force includes personnel and equipment for command and control; conduct of patrols; manning of outposts, listening posts, and the base perimeter; and reserve/ reaction force activities.

- Internal security force. Component police and security elements make up this force. Although not normally a part of the BDF per se, these forces perform their routine security duties in close coordination with the defense force commander to insure complete protection and integration of defensive planning.

- Combat support and combat service support units. These are relatively static support units, such as communications and maintenance elements, which exercise their support capabilities from within the perimeter of the base.

Elements assigned base defense responsibilities on an "as required" basis include units, or elements of units, normally occupying or operating in the base area whose primary mission is not base defense. These elements, referred to as the emergency augmentation force, supplement the capabilities of the BDF when the degree of threat or intensity of enemy attack dictates that they cease their primary functions and assist in base defense. The emergency augmentation force may consist of US, host country, or third country ground, naval, or air forces.

Elements assigned base defense responsibilities on an "as available" basis include -

- Transient units of the United States, host country, or third country temporarily located in the base area.

- Tenant units on the base between operations.

- Host or third country units normally located in areas adjacent to the base perimeter that have been designated, by their respective commanders, to provide assistance to the base when their own operations do not require total effort.

SECTION III OPERATIONAL CONCEPTS

General

Concept

GENERAL

Base defense includes all actions that units occupying the base must take to protect themselves from enemy acts. Such actions inevitably interfere to some degree with the primary mission of some of the elements involved. To reduce this interference, the following principles apply:

Tenant units not assigned primarily for base defense are normally used in the role or configuration for which they are organized and trained except when required for duty as emergency augmentation forces during an all-out attack on the base.

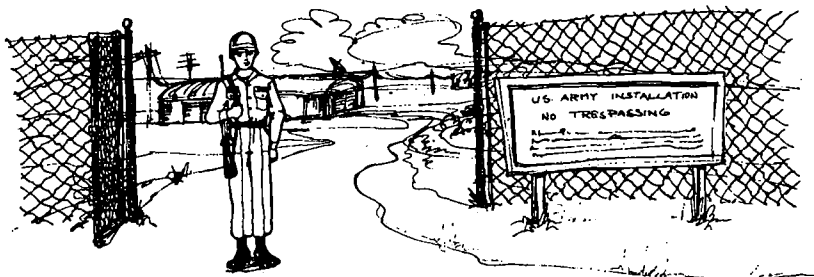
Combat, combat support, and combat service support elements are specifically allocated for base defense missions when enemy actions are frequent, prolonged, or severe.

When emergency augmentation forces are used in base defense situations, they must be returned to their primary functions as soon as the situation permits.

Base tenant unit personnel are responsible for local security. The organization of a provisional defense force or the assignment of a combat unit to provide security for the base does not relieve them of this responsibility.

CONCEPT

The overall concept of base defense includes all actions required to preserve the operating integrity of the base.



Regardless of the military measures applied, there is no defense that will prevent an enemy from attacking and damaging a base if he is willing to pay the price in manpower and materiel. Making him pay a high price will hold down the number of attacks.

Defense of the critical areas is a primary consideration. The critical areas are facilities and installations whose continued operation is essential for the accomplishment of the primary mission. These facilities and installations are designated by the base commander or higher authority and include power stations, POL and

ammunition storage sites, aircraft facilities, and artillery emplacements.

Defense of a military base involves a combination of area denial actions, aggressive offensive operations, hardening and dispersal measures, and immediate reaction to enemy threat or attack. While hardening of facilities and maintaining an immediate reaction force are the responsibility of the base commander, area denial actions and major offensive operations are the responsibility of the area commander. Use of barriers, field expedient flame weapons, natural obstacles, and aggressive offensive action denies the enemy access to the area immediately surrounding the base. If he is kept at a distance, he cannot launch damaging attacks at the base. If he penetrates the area to within range of his rockets or other long-range weapons, hardening and dispersal of base resources reduce the damaging effects of the fires employed.

Plans are prepared to counter the threat or attack, and reaction forces are kept ready to immediately implement these plans. This includes plans by area commanders to commit other forces to defense of a base. Base defense plans are coordinated with host country officials and third country forces through use of the area coordination center.

Responsive rapid fire support is required for base defense operations. Artillery and mortar fire support provide responsive reaction to the infiltration and standoff attack threats in minimum time. If in range, naval gunfire is used the same as artillery fire. In base defense operations, base-positioned fire support units follow normal fire support procedures. Fire support units positioned outside the base area, but within support range, are considered and included in the overall base defense fire support plan. Also included are the fire support capabilities of host country and third country forces.

The fire support coordination center must be fully operational 24 hours a day. It must have immediate access to host country officials with authority to authorize fire within areas not predesignated as free fire zones.

SECTION IV FUNDAMENTALS OF BASE DEFENSE

General

Fundamentals

Defense Preparations

Employment of Forces

GENERAL

The base defense, established to provide all-round security for the base with available forces, is characterized by detailed planning and centralized control. Security measures may also include provisions to protect adjacent civilian communities if feasible. Constant and aggressive action by friendly elements against enemy forces constitutes a major element of base defense. Vigilance and sound security measures reduce enemy interference with operations at the base and also tend to cause enemy forces to divert their operations from the area.

FUNDAMENTALS

USE OF TERRAIN. Proper evaluation and organization of the area are essential to hold down the number of additional forces required for base defense. Factors considered are - -

- Natural defensive characteristics of the terrain.
- Use of artificial obstacles to enhance the natural defense characteristics of the terrain.
- Existing roads and waterways used for military lines of communications and civilian commerce.
- Control of land areas surrounding the base complex to a range beyond that of enemy mortars and rockets and also control of water approaches.



SECURITY. Early warning of pending actions insures the base commander time to react to any threat. Outposts, patrols, ground surveillance and countermortar radar,

scout dogs, and air reconnaissance and surveillance provide early warning. Civilian informants and actions of indigenous personnel near the base are excellent indicators of pending enemy actions. Security measures vary with enemy threat, forces available, and other factors; however, all-round security is essential.

MUTUAL SUPPORT. Defending forces are positioned to insure mutual employment of defensive resources, which include fires, observation, and maneuver elements. Mutual support between defensive elements requires careful planning, positioning, and coordination because of the circular aspects of the base area. Surveillance, obstacles, prearranged fires, and maneuver are used to control gaps. Defense plans provide for use of all available support, including attack helicopters and close air support.

ALL-ROUND DEFENSE. In defensive planning, the base commander has to be prepared to defend against enemy attack from any direction. Plans are sufficiently flexible, and reserves are positioned to permit reaction to any threat. BDFs are assigned primary and alternate positions and sectors of responsibility. ALL personnel are assigned duty stations or shelters.

DEFENSE IN DEPTH. Alternate and supplementary positions, combat outposts, and mutually supporting strongpoints in front of the base forward defense area extend the depth. The commander plans fires throughout the defensive area up to the maximum range of available weapons. Portable obstacles may be placed around critical targets during periods of reduced visibility to disrupt the enemy's plan and add depth to the defense.

RESPONSIVENESS. Attacks against a base may range from long-range sniper, mortar, or rocket fire to attacks by suicide demolition squads or major forces. The enemy has the advantage of deciding when, where, and with what force he will attack. The defender positions his forces and plans fires and movement so he can respond to the widest possible range of enemy actions. The defender prepares plans, to include counterattack plans, and rehearses, evaluates, and revises them as necessary.

MAXIMUM USE OF OFFENSIVE ACTION. Since the objective of the base defense is to maintain a secure base, the defender uses offensive action to the maximum to engage enemy forces outside the base. On initial occupation of the base site, friendly forces take offensive actions to destroy enemy forces in the immediate area. The area commander employs patrols, raids, ambushes, air attacks, and supporting fires to harass and destroy any remaining enemy force. Once the enemy has been cleared from the area, the base can be defended by a smaller force. The BDF commander maintains constant liaison with major tactical unit commanders in the area to stay abreast of efforts to remove the threat.

DEFENSE PREPARATIONS

Implementation of base defense measures in a new base begins before base units arrive, if possible. Normally, combat units provide the initial defense in a new base area. These combat forces remain in the base area, conducting aggressive offensive actions, until base units are capable of assuming the mission.

When base units arrive, they immediately start organizing the base defense. They

perform many of the tasks concurrently, but some tasks require priority. The base commander specifies the sequence for preparation of the defense system. FM 7-8, FM 7-10, and FM 7-20 provide a recommended sequence for tactical defense.

Construction of personnel shelters throughout the billeting, administrative, and maintenance areas provides individual protection against standoff attacks. Depending on resources available, these shelters will vary in construction. Shipping containers, dugouts, and double-walled plywood shelters with sand or gravel fill, all with sandbag reinforcement and overhead cover, provide acceptable protection. These shelters are close to the billets and work areas to permit rapid access. To the degree possible, construction will follow guidance in FM 5-15 and FM 7-8.

Fighting bunkers may be constructed on position or prefabricated and moved to position for assembly. Construction of these bunkers should be of sufficient strength to withstand a direct hit by recoilless rifle fire on the front and sides and a direct hit by a mortar round on the top.

Construction of revetments for critical resources provides additional protection against mortar/rocket fragmentation. These revetments may be of sand-filled, double-walled construction, either plywood or steel plate sides. Overhead cover is provided when possible.

Tactical wire barriers should be used within the perimeter to limit and canalize penetrations by enemy groups or individuals. Initially, these interior barriers can be as simple as a single strand of wire 3 to 4 feet high. Generally they should be placed to prevent a direct approach to vital installations. Provisions should be made to cover these barriers by automatic weapons fire. The barriers should be constructed as inconspicuously as possible and be relocated periodically to disrupt enemy plans. Further, the barriers should not be so intensive as to preclude freedom of movement by the reaction or reserve force. These forces, as well as all personnel, should be made thoroughly familiar with the location of all barriers during the course of daylight and night drills.

EMPLOYMENT OF FORCES

Forces whose primary mission is base defense conduct aggressive patrol actions, develop and occupy defensive positions within their assigned sectors, and prepare immediate reaction forces to counter any enemy action. These forces may be uni-Service, joint, or combined, depending on the composition of base area forces. The following paragraphs provide information on patrol, position, manning, reaction force activities of the BDF, and host and third country forces participation.

PATROLS.

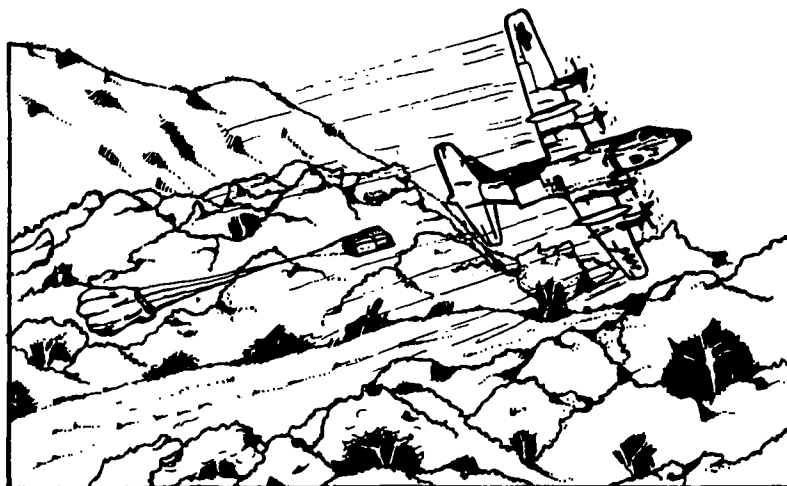
- Base defense operations to counter small groups of enemy forces include aggressive, frequent patrolling by squad- and platoon-size forces to detect and capture or destroy small groups of enemy. Dogs may be used to add security and additional detection ability to patrol operations. FM 21-75 provides details of patrol activities.

- Patrolling is conducted by small, highly mobile units moving on foot or by

vehicles during daylight and darkness. It includes the use of aircraft or boats. Populated areas contiguous to the base are searched, and surprise checkpoints are established along known or suspected routes of enemy communications.

■ Dug-in or concealed night ambush sites are manned outside the barrier system trace on a random basis. Indigenous personnel should accompany ambushes near populated areas. Their knowledge of local populace and terrain assists the ambush mission. Artillery and mortar concentrations are registered and plotted to provide rapid on-call support. When a free-fire zone is established forward of the barrier trace, it is seldom necessary to occupy ambush sites in the zone. Detectors and sensors are emplaced to provide early approach. When local restrictions preclude establishment of a free-fire zone, ambush sites are manned forward of the barrier trace, and reaction forces are prepared to assist on call.

■ BDF or other base unit reconnaissance patrols obtain target acquisition data. They may penetrate known enemy-controlled territory to install sensors that will report the enemy's presence along infiltration/supply routes. In addition, such patrols observe known infiltration/supply routes and report enemy activities along these routes. They provide early warning of enemy activities - - assembly of personnel; movement of weapons, ammunition, or other supplies; and preparation of mortar/rocket firing sites - - to the base defense force. In addition to the acquisition of specific targets, reconnaissance patrols may be used to locate suspected areas where other types of surveillance or acquisition systems may be employed to obtain information. Indigenous personnel are valuable assets to reconnaissance patrols. Their knowledge of the terrain, ability to operate effectively in the environment, knowledge of the language, and familiarity with the local customs are useful attributes.



■ Combat patrols are employed in difficult terrain some distance from the base but within range of supporting artillery. Combat patrols employ ranger-type tactics and remain committed for relatively long periods. They may be supplied by air and equipped to communicate with the base and supporting aircraft. Such patrols may vary from squad to platoon in size. They have the

mission of making planned searches to locate areas used by the enemy to cache supplies, regroup, rest, train, or otherwise prepare for offensive actions. Small groups of enemy are engaged and destroyed. Large groups are reported and kept under surveillance until they are attacked. Augmentation in the form of local paramilitary guides or trackers increases the effectiveness of combat patrols.

DEFENSE POSITIONS.

■ The key positions of the base defense consist primarily of bunkers and towers in the base perimeter area. The positioning of bunkers and towers affords maximum observation and mutually supporting fires over the area forward of the perimeter to include the perimeter barrier and sensor system.

■ **BUNKERS.** Full-time observation and all-round defense of the base are essential; however, to reduce the number of personnel conducting static defense missions, it may be possible to designate key bunkers around the perimeter to be manned at all times and the remainder to be fully manned during darkness, reduced visibility, and increased enemy threat. Individual fighting positions are prepared near the bunkers to provide covering fires. Night/day vision devices, automatic weapons, grenade launchers, and hand grenades are common to the bunker positions; and antitank weapons cover possible ground vehicle approaches.

■ **TOWERS.** When coupled with night/day vision aids, sensors, and flash-ranging devices, elevated platforms enhance the capability of detecting perimeter infiltration and location of mortar/rocket firing positions. Standard military towers or towers constructed from local materials can be used. The installation of sandbags or steel plating around the observation platform provides protection against automatic weapons and small arms fire. Construction of a ground-level bunker provides additional protection when fires are directed against the tower. Access to the bunker may be by means of a fireman's pole or a ladder arrangement. Tower safety measures for consideration include --

Lightning arresters.

Construction to withstand strong winds and to support two observers and their equipment.

Enclosed mounting ladder.

Provision of safety nets around the tower when warranted by tower height.

Painting an appropriate color to reduce reflection from moonlight.

Installation of a suitable roof to shield personnel from the elements without interference to observation. A double-roof design could cause mortar rounds to detonate at a height that affords some protection to observers.

CHAPTER 10

■ Control is the key to a successful base defense. To achieve the necessary control, a communication capability must be established between the base defense operations center and commanders of sectors of responsibility and between the sector commander and his bunkers, towers, and reserve. Additionally, bunkers within each section can communicate laterally within the sector, and flank bunkers of one sector can communicate with flank bunkers of adjacent sectors.

REACTION FORCE OPERATIONS.

■ When an enemy unit is located, the reaction force is deployed rapidly to engage the unit, disrupt its cohesion, and destroy it by capturing or killing its members. If the enemy force cannot be contained and destroyed, contact is maintained; reinforcements are dispatched if needed; and the enemy is pursued. When escape routes have been effectively blocked, the attack is continued to destroy the enemy force. The required mobility is provided by ground and air vehicles and by rapid foot movement. Wheeled vehicles for the use of reaction forces are predesignated and hardened with sandbags.

■ Reaction operations are simple, planned, and rehearsed because the majority of actions are required at night. Primary and alternate points are predesignated for the release of reaction forces from centralized control to facilitate movement against multiple targets. Such points are reconnoitered and photographed for use in planning and briefing. Within security limitations, actual release points are used during rehearsals to promote complete familiarity with the area.

■ Immediate reaction to any type of attack is essential and is attained through employment of firepower and movement of forces and their equipment. Immediate reaction to accurate and timely intelligence may permit destruction of the enemy before an attack. Immediate reaction to standoff mortar or rocket fire may permit destruction of the enemy during an assault on the base and facilitate blocking his route of withdrawal.

HOST AND THIRD COUNTRY FORCES. The BDF commander normally considers the integration of host and third country forces in the overall base defense effort. Particular emphasis is on integration of host country forces in patrol and populace control activities. Both host and third country forces provide local security for their own units; however, to insure maximum benefit, all such local plans should be coordinated with and integrated in the base master defense plan. The actual degree of host and third country force participation in base defense depends on the orders and guidance of their respective governments.

SECTION V TRAINING

Training Considerations
Defense Exercises

TRAINING CONSIDERATIONS

INDIVIDUAL AND COLLECTIVE TRAINING. Most of the training required in support of base defense operations is currently a part of individual and collective training programs. Individuals designated to take any part in base defense operations will probably require additional training in areas applicable to their roles in the base defense effort. Training may be on - -

- Techniques of ambushes and raids and defensive measures against these types of operations.
- Use of hearing, sight, and smell as detection means.
- Police-type patrolling and the operation of roadblocks and checkpoints.
- Night operations to include use of night observation devices and sensors and special challenge, sign, and countersign techniques.
- Individual and crew-served weapons cross-training within the unit.
- Marksmanship, especially night firing.
- Observation post operations with emphasis on security, sound and light discipline, and reporting procedures.
- Operation and operator maintenance on special devices employed such as radars, sensors, and night observation devices.
- Familiarization with all communications equipment available within the unit and communication techniques.
- Barrier construction, mines, and booby traps.
- Patrolling of all types.
- Counterattack.
- Fire control.

AREA ORIENTATION. All individuals require an orientation on the enemy and his tactics, local customs, social values, and the civilian population in the area. The capabilities and procedures of civil police and indigenous forces are explained, since elements of the base and base defense force may operate in conjunction with them.

Status-of-forces agreements and rules of engagement concerning use of weapons must be covered.

TECHNICAL TRAINING. The most up-to-date surveillance, target acquisition, and night observation (STANO) equipment should be used in base defense operations. Its installation and operation will require special training. If enough specialists are not available, the scope of training must be expanded. Additional maintenance specialists will also be required to keep equipment operational and to advise and assist operators on their maintenance responsibilities. Maintenance and operator training must be scheduled periodically to insure a current capability to use the equipment.

MORALE AND PSYCHOLOGICAL FACTORS.

- The morale and psychological pressures on troops employed in base defense operations differ from those normally found in regular combat operations. Many of these pressures are caused by infrequent contact with the enemy and the requirement for constant vigilance. In addition - -
- Boredom caused by recurring routine tasks tends to lead to laxity.
- Because little physical activity is required in operating or monitoring observation devices or sensor equipment, individuals tend to become inattentive as well as bored.
- Day and night operations disrupt normal sleep and eating routines.
- Long periods of relative inactivity may result if training is not pursued vigorously.
- Leaders at all echelons must carry out a continuing indoctrination and motivation program to offset psychological pressures. This is an important part of the training program.
- Physical training and athletic and recreation programs are essential to maintaining high morale.

DEFENSE EXERCISES

Defense exercises provide a means of rehearsing the BDF defense plans, to include testing of the base defense alarm and communication systems, and for training the diverse elements of the defense force to act in a coordinated effort.

Defense exercises are the final and most important step in the training cycle. They familiarize all elements of the defense forces and the base tenant units with their assignments in the defense of the base. They are conducted frequently, under various weather conditions, and during daylight and darkness.

Exercises include, but are not limited to - -

- Defense of sectors of responsibility to include rehearsing counterattacks and manning defense positions.

- Employment of the reserve for counterattacking and for reinforcing the defense positions.
- Coordination of supporting fires and other means of support.
- Integration of the emergency augmentation force with other units of the defense force.
- Coordination with other forces of the base, such as the air defense units which may be used in a ground defense role.

Command post exercises should be held frequently to - -

- Train the staffs of all headquarters involved in defense of the base.
- Exercise the fire support coordination agencies.
- Test communications.
- Obtain the necessary coordination and liaison between the base defense headquarters and base tenant forces' headquarters.

HIGHLIGHTS

BASE COMMANDERS

- ☐ MUST PROVIDE FOR THE LOCAL DEFENSE OF THEIR IMMEDIATE AREAS.

BASE DEFENSE CONSISTS OF

- ☐ NORMAL SECURITY MEASURES.
- ☐ EMERGENCY MILITARY MEASURES.

BASE DEFENSE INCLUDES

- ☐ AREA DENIAL ACTION.
- ☐ AGGRESSIVE OFFENSIVE OPERATIONS.
- ☐ HARDENING AND DISPERSAL MEASURES.
- ☐ IMMEDIATE REACTION TO ENEMY THREATS OF ATTACKS.

COMMAND RELATIONSHIPS

- ☐ MUST PROVIDE UNITY OF COMMAND.
- ☐ MUST PRESERVE SIMPLICITY.

AREA ORIENTATION MUST INCLUDE

- ☐ STATUS-OF-FORCES AGREEMENTS.
- ☐ RULES OF ENGAGEMENT.

APPENDIX A

REFERENCES

ARMY REGULATIONS (AR)

- | | |
|-----------|---|
| 1-75 | Administrative Support of Military Assistance Advisory Groups, Joint United States Military Advisory Groups, and Similar Activities (OP-NAVINST 4900.31D; AFR 400-45) |
| 10-6 | Branches of the Army |
| (C) 10-53 | United States Army Intelligence and Security Command (U) |
| 27-20 | Claims |
| 27-40 | Litigation |
| 550-50 | Education and Training of Foreign Personnel by the US Army |
| 795-204 | Policies and Procedures for Furnishing Defense Articles and Services on a Sale or Loan Basis |

FIELD MANUALS (FM)

- | | |
|--------|--|
| 1-5 | Instrument Flying and Navigation for Army Aviators |
| 1-15 | Aviation Reference Data |
| 1-105 | Aviator's Handbook |
| 3-9 | Military Chemistry and Chemical Compounds (AFR 355-7) |
| 5-1 | Engineer Troop Organizations and Operations |
| 5-15 | Field Fortifications |
| 5-100 | Engineer Combat Operations |
| 6-20 | Fire Support in Combined Arms Operations |
| 6-20-1 | Field Artillery Cannon Battalion |
| 6-20-2 | Division Artillery, Field Artillery Brigade, Field Artillery Section (Corps) |
| 6-50 | The Field Artillery Cannon Battery |

FIELD MANUALS (continued)

7-7	The Mechanized Infantry Platoon and Squad
7-8	The Infantry Platoon and Squad
7-10	The Rifle Company, Platoon, and Squad
7-20	The Infantry Battalion
7-30	The Infantry Brigades
8-10	Health Service Support in a Theater of Operations
9-6	Ammunition Service in the Theater of Operations
12-2	Personnel and Administrative Support in Theaters of Operation
14-3	Comptroller Support in Theaters of Operation
16-5	The Chaplain
17-50	Attack Helicopter Operations
17-95	Cavalry
19-15	Civil Disturbances
19-30	Physical Security
19-40	Enemy Prisoners of War, Civilian Internees and Detained Persons
20-60	Battlefield Illumination
21-75	Combat Training of the Individual Soldier and Patrolling
27-10	The Law of Land Warfare
30-5	Combat Intelligence
(C) 30-17A	Counterintelligence Special Operations (U)
(S) 30-18	Intelligence Collection Operations (U)
(C) 31-20	Special Forces Operations (U)
31-100 (test)	Surveillance, Target Acquisition and Night Observation (STANO) Operations
33-1	Psychological Operations

APPENDIX A

FIELD MANUALS (continued)

* 34-1	Intelligence and Electronic Warfare Operations
41-10	Civil Affairs Operations
44-1	US Army Air Defense Artillery Employment
57-35	Airmobile Operations
71-1	Tank and Mechanized Infantry Company Team
71-2	The Tank and Mechanized Infantry Battalion Task Force
71-100	Armored and Mechanized Division Operations
71-101	Infantry, Airborne, Air Assault Division Operations
90-2	Tactical Deception
90-4	Air Assault Operations
90-10	Military Operations on Urbanized Terrain
*90-14	Rear Area Combat Operations
100-5	Operations
100-10	Combat Service Support
100-26	The Air-Ground Operations System
100-27	US Army/US Air Force Doctrine for Tactical Airlift Operations (AFM 2-50)
101-5	Staff Officer's Field Manual: Staff Organization and Operations

*To be published.

ARMY TRAINING CIRCULAR (TC)

DA PAMPHLET

27-1	Treaties Governing Land Warfare
------	---------------------------------

JOINT CHIEFS OF STAFF PUBLICATIONS (JCS Pub)

- 1 Dictionary of Military and Associated Terms
- (0) 2 Unified Action Armed Forces (UNAAF)

DEPARTMENT OF DEFENSE DIRECTIVES

- 2000.10 Selection and Training of Security Assistance Personnel
- 5105.38-M Military Assistance and Sales
- 5132.3 DOD Policy and Responsibilities Relating to Security Assistance

OTHER

- Protocols Additional to the Geneva Conventions of 1949
- Foreign Assistance Act of 1961
- Arms Control Act of 1976
- Public Law 480

APPENDIX B

BRANCH AND FUNCTIONAL AREA PRECIS

INTRODUCTION

This appendix summarizes branch and functional area doctrine for IDAD operations. References cited indicate the sources of detailed information in each area. (See appendix A for list of references.)

The US Army has designated its basic and special branches as arms and services and has identified functions and duties of the branches. The system of branches in foreign military forces will probably differ somewhat from that of the United States; however, every military system must generally accommodate the functions and duties ascribed to each of the US Army branches. AR 10-6 provides detailed coverage of the functions of each US Army branch.

Combat arms are those branches whose personnel are primarily concerned with fighting. They are Infantry, Armor, Field Artillery, Corps of Engineers, and Air Defense Artillery.

Combat support arms are those branches whose personnel provide operational assistance to the combat arms. They are Corps of Engineers, Chemical Corps, Signal Corps, Military Police Corps, and Military Intelligence.

The services are those branches whose personnel are primarily concerned with providing combat service support or administrative support to the Army. The services are Adjutant General's Corps, Corps of Engineers, Finance Corps, Quartermaster Corps, Army Medical Department, Chaplains, Judge Advocate General's Corps, Ordnance Corps, Signal Corps, Military Police Corps, and Transportation Corps.

The Corps of Engineers, Military Police, and Signal Corps branches are classified as both combat support arms and as services. Additionally, the Corps of Engineers is also classified as a combat arm.

Some US Army functions - - aviation and psychological operations, for example - - are performed by several branches. This appendix addresses these as functional areas, and special units - - Special Forces, for example - - are addressed as special functional units.

COMBAT ARMS

In IDAD operations, Infantry, Armor, and Field Artillery are mainly concerned with tactical operations. They are charged with seeking out and destroying insurgent armed forces and their base areas and with defending populated areas and critical installations. The Engineers are concerned with tactical operations; also, they can help significantly in internal development assistance operations. Air Defense Artillery can play a significant role in protecting critical installations and in a ground

role can provide movement security.

INFANTRY. The Infantry requires increased mobility support for its tactical operations. It is normally assigned responsibility for a tactical area of operations in which it conducts aggressive offensive and defensive operations. Its reconnaissance and security roles are emphasized. (See FM 17-series manuals for detailed doctrine.)

ARMOR. The mobility, firepower, shock effect, and staying power of armored, air cavalry, and armored cavalry units are employed in strike campaign operations against enemy forces and base areas. Air cavalry firepower and mobility are used in reconnaissance and security operations, providing a quick-strike capability against moving enemy forces. (See FM 17-series manuals for detailed doctrine.)

FIELD ARTILLERY. The Field Artillery can be called upon to disperse units to provide for greater area coverage in the defense of populated areas and forward operational bases. Its target acquisition functions must receive added emphasis, and its firepower must be applied so that it avoids unnecessary harm and destruction in populated areas. (See FM 6-series manuals for detailed doctrine.)

CORPS OF ENGINEERS. The Corps of Engineers can perform a great many IDAD operations, missions, and tasks in addition to providing combat assistance. Units can construct military facilities. They are especially well suited to provide advice and assistance for a wide range of military civic action projects and to participate in major internal development projects such as road construction or water resources. In an emergency situation, Engineers can fight as Infantry. (See FM 5-series manuals for detailed doctrine and guidance.)

AIR DEFENSE ARTILLERY. The Air Defense Artillery provides air defense protection for maneuver units and key targets such as bridges, cities, installations, and convoys. In addition, air defense gun units can provide ground fire for base defense, convoy security, and support of maneuver units. (See FM 44-series manuals for procedures.)

COMBAT SUPPORT ARMS

In IDAD operations, the roles of the Corps of Engineers, Chemical Corps, Military Intelligence, Military Police Corps, and Signal Corps differ significantly from their primary function of providing assistance to US Army combat areas. They may be called upon to assist host country forces engaged in tactical operations or to participate in other IDAD activities.

CORPS OF ENGINEERS. The paragraph on this page covers the Corps of Engineers in its combat support role.

CHEMICAL CORPS. The Chemical Corps provides the Army's expertise in nuclear, biological, and chemical (NBC) defense. They also can support smoke and flame operations and, when specifically authorized, support the use of chemical agents, including riot control, herbicide, and toxic agents. (See FM 3-9 for detailed guidance.)

MILITARY INTELLIGENCE. Military Intelligence units participate in a wide range of intelligence and counterintelligence activities with host country intelligence agencies. Early identification and neutralization of the insurgent leadership are

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emphasized. Signal intelligence and imagery intelligence can play an important role in locating and defeating insurgent groups. Signal security measures deny the insurgents information. A Military Intelligence effort should precede support assistance by other US Army units to provide an intelligence base for their operations. (See FM 30-series and 34-series manuals for detailed coverage of intelligence doctrine. FM 32-series manuals and AR 10-53 cover security.)

MILITARY POLICE CORPS. Military police participate in joint and combined police operations. They assist host country military police, paramilitary police, or civilian police agencies. Populace and resources control and police intelligence are emphasized. (See FM 19-series manuals for detailed guidance.)

SIGNAL CORPS. Signal Corps units can provide communications support to host country military forces and to US advisory organizations. They can also assist in establishing civil communications facilities as part of the internal development effort. (See FM 11-series manuals for detailed doctrine.)

COMBAT SERVICE SUPPORT ARMS

In IDAD operations, the services provide combat service support and administration. Their assigned functions and tasks are adapted to the operational environment. Security is greatly emphasized, and mobility and communications requirements are increased significantly. (See FM 100-10 for combat service support doctrine.) Personnel of these branches make up composite units which provide combat service support. (See FM 29-series.) These composite units are designated as support groups, battalions, and companies and contain functionally designated elements such as administration, supply, and maintenance.

ADJUTANT GENERAL'S CORPS. The Adjutant General's Corps operates essentially the same as it does in other types of conflict. However, it must make adjustments to provide services for units and small detachments in many locations. (See FM 12-2 for doctrine.)

CHAPLAIN. The chaplain acts as advisor and consultant to the commander and the staff on all matters of religion and morals, and morale as affected by religion. He fosters understanding of the customs, practices, and people in the host country as affected by religion. He coordinates and maintains liaison with local churches, indigenous religious bodies, and religious groups throughout the command area of responsibility. He provides unit, area, and denominational ministry for assigned US personnel. (See FM 16-5 for detailed guidance.)

ENGINEER CORPS. The paragraph on this page covers the Corps of Engineers in its combat service support role.

FINANCE CORPS. The Finance Corps functions include measures to reduce the disruption of the host country economy by US Army payroll funds. (See FM 14-3 for guidance.)

JUDGE ADVOCATE GENERAL'S CORPS. Judge Advocate General's Corps personnel become greatly involved in host country law and procedures. Their legal services are required in many matters relating to the US military relationships with

the host country. Claims services are emphasized. (See FM 27-10 and AR 27-20 for guidance.)

ARMY MEDICAL DEPARTMENT. Emphasis is placed on air evacuation of patients. Medical support may be provided to host country military forces. The civilian population may be provided medical assistance through military civic action projects and internal development public health programs. (See FM 8-series manuals for guidance.)

MILITARY POLICE CORPS. See paragraph on page 258.

ORDNANCE CORPS. Ordnance can provide ammunition, weapons, and fire control equipment maintenance, and ground mobility materiel maintenance support for host country military forces. (See FM 9-6 and FM 29-series manuals for guidance.)

QUARTERMASTER CORPS. Quartermaster elements can provide logistical support and services for host country military forces. (See FM 29-series manuals for guidance.)

SIGNAL CORPS. See paragraph on page 258.

TRANSPORTATION CORPS. The Transportation Corps can provide mobility to host country military forces. Transportation units have an excellent capability to support military civic action projects and internal development programs. (See FM 55-series and 29-series for general guidance on air and motor vehicle operations.)

FUNCTIONAL AREAS

This paragraph summarizes doctrine on selected functional areas and special units as it applies to IDAD operations. The functional areas included here require emphasis and have not been considered under branch functions.

ADVISORY ASSISTANCE. Provision of US advisory assistance depends on the circumstances and operational conditions. It can vary from US representatives at the national level only to advisors with armed forces units and political subdivisions. (See AR 1-75, AR 550-50, and AR 795-204 for guidance on advisory assistance.)

AVIATION. Aviation units provide reconnaissance, surveillance, mobility, and firepower. Units may be called on to support indigenous forces engaged in counter guerrilla operations. (See FM 1-100 for general guidance.)

BASE DEFENSE. In the IDAD operations environment there is an ever-present threat of a surprise attack. Measures must be taken to defend against infiltrators, armed assault, and attack by long-range weapons. (See chapter 10 of this manual for guidance on base defense.)

BORDER SECURITY/ANTI-INFILTRATION. Border security operations are conducted to deny the insurgent external support and base areas across international boundaries. They are normally the responsibility of civil police, paramilitary border security forces, or customs police. When necessary, these agencies may be supported by military combat, combat support, and combat service support units. Techniques used may include outposts, patrols, ambushes, barriers, mobile forces, and sensor

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devices. (See chapter 5 of this manual for general guidance.)

CIVIL AFFAIRS. Civil affairs personnel and units engage in a wide variety of activities. Civil-military relations, military civic action, populace and resources control, and care of refugees are important areas for civil affairs. Officers trained in a foreign area officer program fill key positions and have staff responsibility for civil affairs operations. Civil affairs is a reserve component branch; however, active duty personnel of other branches are assigned to civil affairs units and staff positions. (See FM 41-10 and FM 101-5 for guidance.)

POPULACE AND RESOURCES CONTROL. Populace and resources control measures are necessary to provide security for the population and to deny resources to the insurgent. Host country police normally are responsible for enforcing these measures. Military and paramilitary forces can support police operations. (See chapter 4 of this manual for guidance.)

PSYCHOLOGICAL OPERATIONS. PSYOP are an important component of a broad range of political, economic, social, and military activities in internal defense and internal development. PSYOP personnel and units support all aspects of nation-building programs. Military PSYOP provide the commander with methods he can use to accomplish his mission. All military operations should be evaluated in terms of their impact on national and regional PSYOP objectives. Both positive and negative factors must be evaluated to identify PSYOP tasks that will contribute to mission accomplishment. (See chapter 4 of this manual and FM 33-1 for guidance on psychological operations.)

RIVERINE OPERATIONS. Riverine operations are necessary in operational environments where there are water lines of communication. A major consideration is the type of watercraft necessary to provide adequate mobility. Aviation can be used extensively in conjunction with watercraft. (See FM 31-75 for guidance on riverine operations.)

SPECIAL FORCES. The organization, mission, capabilities, and methods of operations of Special Forces are ideally suited for IDAD operations. To some extent, most of the US Army's IDAD operations are found in the Special Forces group and related units in the Security Assistance Force. These units are especially well suited to deploy mobile training team and operational elements to provide advisory assistance and support to indigenous forces. (See chapter 6 of this manual and FM 31-20 for additional guidance.)

SURVEILLANCE, TARGET ACQUISITION, AND NIGHT OBSERVATION. STANO equipment is used both day and night to locate and identify enemy activity and to improve firepower, mobility, and command and control effectiveness. (See FM 31-100 (test) for guidance.)

TACTICAL OPERATIONS. The principal function of tactical operations is to destroy enemy forces and base areas. Guidance for tactical operations is found in branch field manuals of each of the combat arms and combat support arms.

APPENDIX C

TRAINING

SECTION I INTRODUCTION

GENERAL

This appendix contains information on low intensity conflict (LIC) training for US Army and host country army personnel. It provides general guidance concerning training requirements for US security assistance personnel, security assistance forces, special backup forces, and general purpose forces preparing to participate in LIC operations. It also provides guidance on training of host country military forces both in-country and out of country.

SECTION II TRAINING OF US ARMY PERSONNEL

ASSISTANCE PERSONNEL

The nature of LIC operations requires the use of carefully selected, well-qualified, US Army assistance personnel to meet the unique requirements of foreign internal defense (FID) which will vary markedly in each situation. Army assistance personnel must realize that in any given country US policy is unique to that country's situation. This policy, which is the basis of any FID operations, is formulated by the Department of State with advice from the Department of Defense and other Federal Agencies, approved by the Executive, and implemented in-country by the Ambassador and the US country team.

Each individual involved in FID must be personally oriented and motivated toward assisting the host country and thereby accomplishing US objectives. US and individual responsibility to a host country government must be clearly understood. Therefore, training and educational programs should stress the importance of each individual's actions in influencing indigenous support of US and host country government objectives.

US personnel must understand and be tolerant of alien political, economic, social, religious, and cultural systems to insure a proper relationship with indigenous personnel.

Host country IDAD programs and goals, status of forces agreement, and rules of engagement must be included in continuing orientation programs for in-country US Army personnel.

Individual training for US personnel who will serve in an advisory capacity should include MOS proficiency, extensive area orientation, and language proficiency training. Formal training at the Defense Institute of Security Assistance Management is required for those involved in Security Assistance Program management.

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Additional training requirements may be specified for each position on personnel authorizing documents such as Tables of Distribution and Allowances.

Specifically tailored elements may be deployed to assist in resolving training and technical problems.

SECURITY ASSISTANCE TEAMS (SAT)

SATs are Army personnel sent to a host country to train foreign personnel. SATs may also be formed to train host country personnel at US installations and facilities when equipment used for training is either owned or allocated for delivery to the host country. SATs are deployed to conduct:

- Specific training which is beyond the capability of the US Army advisory element in-country and for which bringing the team to the country is more practical and economical.
- Training associated with equipment transfers in which the recipient country may be assuming ownership of Military Assistance Program-furnished or Foreign Military Sales equipment, at other than a US facility.
- In-country training surveys to determine host country capability and needs if the assessment is beyond the capability of the host country. Normally, training surveys are associated with equipment deliveries or assistance leading to self-sufficiency.

Policy and procedures for SAT deployment are found in AR 550-50, Education and Training of Foreign Personnel by the US Army. The regulation also contains current policy and procedures pertaining to the administration of foreign training by the US Army.

SECURITY ASSISTANCE FORCES TRAINING

The commander of the Security Assistance Force is responsible for training all assigned and attached units. Before augmentation detachments are assigned to a SAF, personnel are normally MOS qualified. Some personnel, however, will require service school training in specialized courses such as civil affairs, engineer, medical, military police, psychological operations, and intelligence. Area orientation and language training is a continuing requirement.

Special Forces, with their unconventional warfare mission, are prepared to organize, equip, train, and direct indigenous forces. Their knowledge of unconventional warfare tactics and techniques makes these forces particularly effective in FID operations. Predeployment training of Special Forces should include, as a minimum, area studies, language, host country IDAD operations, MOS cross-training, and refresher combat training for the individual soldier.

Where possible, augmentation elements of the SAF and Special Forces units should

be trained jointly in such areas as language, area orientation, refresher combat training, and field training exercises.

BACKUP FORCES

Individual training for LIC operations requires a higher degree of proficiency than individual training for conventional operations, because more reliance is placed on individual and small unit actions. Light infantry combat training is emphasized.

Unit training objectives are to develop unit capabilities to conduct the major IDAD activities of tactical operations, intelligence operations, psychological operations, populace and resources control operations, civil affairs, and advisory assistance operations. Unit security training for operations against guerrilla forces is similar to rear area security operations training for conventional war.

Units designated for LIC operations should begin intensified training immediately upon being alerted for deployment. After deployment to the host country, and prior to commitment to operations, units may be given a period of in-country training at host country training centers or in designated training bases or locations. This will assist individuals to become psychologically and physically acclimated to the host country environment. This will also allow commanders and staffs some time to coordinate and plan within their own command and to coordinate with civil and military host country, US, and allied organizations with which they will be cooperating. After commitment, readiness training should be continued and stressed between operations, using needed improvements identified in operations as the basis for training.

As soon as possible after being designated for LIC operations in a given area, commanders and staffs should determine training requirements by visiting the area and by using available data bases. If time permits, selected officers and noncommissioned officers may be sent to language schools and other service schools to prepare them for the mission. Designated support elements should be assembled as soon as possible and should be trained with the brigade. Supporting units should participate in counter guerrilla exercises with the brigade.

GENERAL PURPOSE FORCES

Preparing general purpose forces for employment in LIC operations involves training in the primary areas of tactical operations, intelligence operations, psychological operations, populace and resources control, civil affairs, and advisory assistance operations. Combat units require intensive training in counter guerrilla operations to combat guerrilla tactical forces.

To obtain optimum results during training, units engaged in counter guerrilla operations training should be tailored or modified prior to each exercise. For example, vehicles may be withdrawn from the units to emphasize reliance on foot mobility and aviation support during training. Weapons, ammunition, and equipment required for operations are continuously assessed. Emphasis is placed on determining the essential load the individual and unit must carry and still maintain required foot mobility. Unit SOPs are developed stipulating the specific amounts and types of rations, clothing, equipment, and ammunition to be carried by each individual. An increase in the individual or unit loads seriously reduces the ability to move and fight.

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Combat forces use Army aviation extensively and must be trained to fully utilize it as a normal means of combat support. All units, from battalions to rifle squads, are trained to participate in airmobile operations as a routine method of employment for ground operations. SOPs are developed for loading and tactical deployment from all available types of Army aircraft. Units should be supportable with any mix of available aircraft and with minimum time lost in reorganizing the force so that aircraft furnished can accommodate it. Particular attention must be given to:

- Safety, both ground and in-flight.
- Characteristics, capabilities, and limitations of Army aircraft.
- Techniques of loading and unloading.
- Techniques of stowing and transporting equipment.
- Aircraft guidance techniques.
- Employment of aircraft guidance equipment and navigational aids.
- Aerial resupply techniques, to include procedures for packaging equipment.

Unit esprit is developed by regularly training units in widely separate areas and on special task assignments which require maximum individual and unit endurance.

Immediate action drills are essential to most counter guerrilla operations conducted by small units. Their actions will often be in rapid reaction to guerrilla activities. In many cases, speed is more essential than a detailed reconnaissance of the area, development of detailed estimates of the situation, or issuance of detailed orders. Therefore, small units must be conditioned to react according to an SOP, often practiced in training, immediately after contact. Battle drills are excellent examples of training in basic movements. Alerts should be practiced at various times throughout the training program to condition personnel to react swiftly to urgent situations.

Proficiency in the following areas should be stressed:

- Exploitation of local intelligence sources.
- Use of small unit mobile patrol bases for extensive ground patrolling.
- Reconnaissance-in-force operations.
- Continuous operations against guerrilla forces.
- Raids, ambushes, cordon and search, encirclement, and sweeps.
- Movement to contact, hasty attacks, and deliberate attacks.
- Perimeter defense.

TRAINING FACTORS

The duration of the training program will depend on many factors, including previous related training. In general, the field training should be conducted from a tactical operational base and should involve continuous operations. Appropriate size units should be trained to use guerrilla warfare tactics so that they can act as opposing forces during field training.

The following factors should be considered in planning training programs and field exercises:

- Proficiency of individuals and units not only in tactical operations but also in other skills which are required in IDAD operations and which involve aspects of intelligence operations, psychological operations, populace and resources control operations, civil affairs, and advisory assistance operations. Varied missions and limited resources will require individuals and units be cross-trained so they can perform effectively in any or all of these activities.
- Tactical operations against an enemy not oriented on holding terrain features except for temporary tactical advantage.
- Command, control, communication, and logistical problems, to include medical treatment and evacuation, which stress decentralized operations over large areas.
- Cooperation with other intelligence agencies, both US and host country, should be played in training exercises.
- Conduct of military civic action, particularly surveying needs and planning. Unit resources must be realistically assessed with the unit's primary mission in mind.
- Employment of supporting civil affairs and psychological operations units and the conduct of psychological and civil affairs operations.
- Employment of unit resources in local advisory assistance.
- Employment of the unit to assist in populace and resources control operations.
- Area orientation, to include national characteristics such as social, economic, and political aspects of the host country or area of employment.
- Orientation on the terrain, climate, and unusual health requirements.
- Ability to integrate staff augmentation elements, such as intelligence, civil affairs, and psychological operations staff personnel, into unit staffs through battalion level.
- Frequent use of deception at lower unit levels.
- Use of interpreters.

LEADERSHIP

Small unit leadership is stressed. During counter guerrilla operations, in rapidly changing circumstances, the small unit leader must be able to plan and execute operations with little guidance.

Training should prepare small unit leaders to immediately assume a higher command.

Small unit leaders are trained in procedures for requesting and adjusting mortar and artillery fires and for requesting aerial fire support.

Training should include orientation of direction in difficult terrain.

Responsibility for the mission readiness and health and welfare of subordinates is a continuous part of training.

NIGHT OPERATION TRAINING

Effective operations during hours of darkness are essential in counter guerrilla operations. The basic ingredient of successful night operations, offensive or defensive, is the confidence of the individual soldier in his ability and his equipment in the night environment. This confidence stems from detailed planning and painstaking and successful training.

Training programs which devote from one-quarter to one-third of the total training time to night operations provide troops and units with the necessary knowledge, confidence, and skill that they need for night combat. The key to successful night operations is to schedule training which includes transition of operation from day to night and vice versa. This is scheduled on an uninterrupted tactical exercise. Further, the scope of night operations should include all aspects of operations. Tactical operations involving night movement should be stressed.

Areas of emphasis in night training are - -

- Techniques of fire during darkness.
- Individual weapons firing under all conditions of natural light and artificial illumination.
- Night relief procedures at small unit levels.
- Night movement and security at halts.
- Individual and unit light and noise discipline.
- Individual proficiency in land navigation at night.
- Use of detection devices in offensive and defensive night operations.
- Night live fire exercise for squads and platoons.

- Artillery employment in support of night operations.
- Night airmobile operations.
- Night aerial delivery.
- Use of aerial sensor and aerial fire support at night.

INDIVIDUAL TRAINING

Training of the individual emphasizes physical and mental conditioning and acclimation to the operational environment. This includes tactics and techniques of guerrilla operations and orientation on the nature of the motivation, operations, and objectives of insurgent movements.

Cross-training of personnel is required in all types of weapons, communications, and other equipment and skills found in the unit because counter guerrilla operations can require the employment of small, self-sufficient units. The loss of personnel should never cause crew-served weapons, communications equipment, or essential skills to be unused because of a lack of fully trained personnel. Personnel are also trained in the use of nonorganic equipment such as shotguns and hand-held automatic weapons, boats, the light mortar in addition to the heavy mortar, and civilian-type equipment to include weapons and vehicles.

Physical conditioning strives not only to attain the foot mobility and endurance of the enemy, but to exceed it. Training exercises are planned and conducted to enhance the physical endurance of unit personnel. This conditions the troops to accept mentally the concept of continuous offensive operations to the limits of physical stamina. Emphasis is placed on foot marches to include speed marches and combatives to include hand-to-hand combat and bayonet drill. Survival, escape, resistance, and evasion training should include field exercises.

FIELD TRAINING EXERCISES

Battalions and brigades conduct extensive field training exercises. IDAD field operations should be long-term with an interplay of tactical operations, populace and resources control operations, psychological operations, intelligence operations, and civil affairs to include military civic action. This requires that situations include overall IDAD operations and each tactical exercise be varied to interplay with all possible aspects.

- Guerrilla tactical force representation must be played realistically during the exercise. The guerrilla plan of action must be detailed, supervised, and purposeful. The use of an opposing force operating at random throughout the area, making contact with the player unit at will, serves no useful training purpose and frustrates the intelligence effort.
- Civilian populations which can be expected in an area of operations must be represented adequately in training. This is necessary in all tactical exercises emphasizing civil affairs, psychological operations, intelligence, and population and resources control.

APPENDIX C

Inspection and maintenance are stressed during training exercises. Emphasis is placed on maintaining weapons and equipment in operational condition at all times.

SUBJECTS FOR INTEGRATED TRAINING

Much of the training presented in the individual and small unit combat training programs for general purpose forces is also applicable in training for combat against guerrilla forces. The fundamentals presented in combat training of the individual soldier and patrolling must continuously be stressed. Mastering these fundamentals can be worked on by proper design of training exercises.

Following are subjects in which counter guerrilla training can be integrated into individual training:

- **PATROLLING.** Organization, missions, and tactics of counter guerrilla patrols. Stress ability to move silently, avoid detection, and track guerrilla forces.
- **GUARD DUTY.** Develop security consciousness against infiltration and guerrilla actions. Emphasize the need for alertness and defense against surprise attack.
- **INTELLIGENCE TRAINING.** Stress the need for continuous and accurate reporting of information and the need for rapid transmission of information on guerrilla activity.
- **FIELD SANITATION, PERSONAL HYGIENE, FIRST AID, AND EVACUATION.** Stress the need for proper health measures, self-aid, buddy aid, evacuation methods, and request procedures for aeromedical evacuation.

Following are subjects suitable for integration into unit training:

- **PATROLLING AND SQUAD TACTICAL TRAINING.** Include training in countermeasures against infiltrators; measures to detect, evade, or counter ambushes. Stress need for effective small unit leadership and aggressiveness after guerrilla forces have been encountered.
- **CREW-SERVED WEAPONS TRAINING.** Stress security of crew-served weapons. Cross train on other weapons which may be used.
- **COMMUNICATIONS.** Cover communications operations to include communications security and the use of all means of communications. Stress that communications are a primary guerrilla target. Include training in operation of radio sets. Instruct on operation of each new item of radio equipment to be used. The usefulness of field expedient antennas must be stressed and sufficient instruction given to insure their use when appropriate.
- **FIELD FORTIFICATION TRAINING.** Stress improvised obstacles to include sharpened stakes, pits, and use of nails in making foot traps. Cover preparation of weapons positions. Cover improvised types of mines and booby traps and other explosive devices used by insurgents.

■ **CONCEALMENT AND CAMOUFLAGE.** Emphasize use of concealment and camouflage to deceive guerrillas as to the location of forces, patrol bases, and combat bases. Discuss guerrilla techniques of concealment and camouflage.

■ **SQUAD, SECTION, AND PLATOON TACTICAL EXERCISES AND RANGER TRAINING.** Incorporate the conduct of raids and ambushes on guerrilla forces. Stress tactics and techniques employed by small units in offensive and defensive operations against guerrilla force infiltrators. Emphasize security, intelligence, communications, and the use of aggressive actions when contacting guerrilla elements.

■ **COMBINED ARMS TRAINING.** Instruct on the capabilities, optimum roles, and techniques of employment of armor, artillery, aviation, and infantry. Emphasize close coordination between all tactical elements. This training should stress the capability of armor, particularly armored cavalry units, to cover large trafficable areas and to perform reconnaissance and security missions. Air mobility and the use of air cavalry are included.

■ **FIRST AID AND EVACUATION.** Integrate first aid training including care of wounds, snakebites, CPR, manual evacuation carries, and use of improvised splints and litters.

■ **JOINT AND COMBINED TRAINING.** Stress the concepts, techniques, and procedures required to coordinate the activities of units with military and civilian US, host country, and allied units and agencies.

SECTION III TRAINING OF HOST COUNTRY PERSONNEL

GENERAL

In general, those skills, concepts, and procedures for foreign internal defense which are taught to US forces are also applicable to host country forces for IDAD. Training emphasis varies according to the host country's requirement, force composition, and US-host country agreements.

OUT-OF-COUNTRY TRAINING. The US Army provides out-of-country training to military personnel of selected countries under either Foreign Military Sales or under the International Military Education Training program. AR 550-50 contains policies and procedures pertaining to the administration of foreign training by the US Army.

TRAINING PROGRAMS

Training assistance for host country forces is usually the result of an agreement negotiated between US and host country officials at the national level. This agreement provides the framework for who, when, where, how, and how many.

The training to be conducted depends on the situation and will vary considerably.

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Training assistance may be provided existing military personnel, new military personnel, and civilian paramilitary forces.

HOST COUNTRY COUNTERPART PERSONNEL

Generally it is essential that host country counterpart personnel be present with US trainers. These counterparts should be responsible for conducting the instruction and training with guidance from US personnel. Initially, however, US personnel may present some of the instruction with host country assistance, to include interpreters if necessary.

The goal of US assistance should be to train host country personnel to conduct the training. Time permitting, it may be best to train a cadre for use as instructors. This will provide a long-term benefit as opposed to a quick-fix solution.

TRAINING TOPICS

Following is a list of topics which should be considered when organizing a training program for IDAD. Subjects included and the time devoted to each will depend upon the mission of the forces being trained and time available.

Weapons training.

- Individual weapons qualification.
- Individual weapons familiarization.
- Crew-served weapons qualification.
- Crew-served weapons familiarization.
- Use of grenades.
- Night firing.
- Care of weapons and ammunition.

Tactics and procedures.

- Insurgent tactics.
- Rules of engagement.
- Alarm and alert systems.
- Arm and hand signals.
- Use of fortifications to include expedients.
- Mines and booby traps.

- Fire and movement.
- Unit formations and movement.
- Unit in the attack.
- Unit in the defense.
- Ambushes.
- Patrolling.
- Raids.
- Searches.
- Fire support.
- Air support.
- Security of populated areas.
- Military operations in urban terrain.

General subjects:

- Map reading and land navigation.
- First aid and hygiene.
- Radio, telephone, messenger, visual, and sound communications.
- Physical training.
- Military courtesy and discipline.
- Reporting information.
- Supply economy and maintenance.
- Use of cover and concealment.
- Camouflage.

Advanced subjects.

- Airmobile operations.
- Convoy movements to include vehicle preparation.
- Intelligence.
- Psychological operations.

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- **Population and resources control.**
- **Civil affairs to include military civic action.**

APPENDIX D

GLOSSARY

(DEFINITIONS AND ACRONYMS)

DEFINITIONS

BORDER OPERATIONS. Border operations are designed to deny infiltration or exfiltration of insurgent personnel and materiel across international boundaries.

CAMPAIGN. In IDAD, a series of related government operations aimed to accomplish a common objective, normally within a given time and space.

CIVIL WAR. An internal conflict which meets the following criteria:

The insurgents occupy and control territory.

The insurgents have a functioning government.

Other states offer some type of recognition to the insurgent government and define their attitude toward the conflict.

The insurgents have armed forces which are commanded by a person responsible for their actions, carry their arms openly, wear a distinctive emblem, and conduct their operations in accordance with the laws of war.

A state of general hostilities accompanied by a military confrontation of major proportions is taking place.

CONSOLIDATION CAMPAIGN. A campaign organized in priority areas as an interdepartmental civil-military effort. Normally conducted at the state level, this operation integrates IDAD programs designed to establish, maintain, or restore host country governmental control of the population and the area and to provide an environment within which the economic, political, and social activities of the population can be pursued and improved.

DEVELOPING NATION (sometimes referred to as a "less developed country" (LDC)). One which is progressing beyond a traditional society and is experiencing the turbulent process of economic, social, military, political, and psychological change.

ECONOMIC SUPPORT FUND (formerly security supporting assistance). Funds used to finance imports of commodities, capital, or technical assistance provided either on a grant or loan basis in accordance with terms of a bilateral agreement; counterpart funds thereby generated may be used as budgeting support. Most such funds are used to enable a recipient to devote more of its own resources to defense and security purposes than it otherwise could without serious economic or political consequences.

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FOREIGN ASSISTANCE. Ranges from the sale of military equipment to donations of food and medical supplies to aid survivors of natural and manmade disasters. US assistance may be categorized in terms of three major functions - - development assistance, humanitarian assistance, and security assistance.

FOREIGN INTERNAL DEFENSE. Participation by civilian and military agencies of a government in any of the action programs taken by another government to free and protect its society from subversion, lawlessness, and insurgency.

HOST COUNTRY. A country in which representatives or organizations of another state are present because of government invitation or international agreement.

INSTITUTIONAL DEVELOPMENT. Developing patterns of cooperation among people. The process of integrating the citizens of a nation into a cohesive social fabric that enables people to work in concert to achieve social, economic, psychological, and political goals.

INSURGENCY. An organized movement aimed at the overthrow of a constituted government through use of subversion and armed conflict. A condition resulting from a revolt or insurrection against a constituted government which falls short of civil war.

INSURGENT WAR. A struggle between a constituted government and organized insurgents frequently supported from without, but acting violently from within, against the political, social, economic, military, and civil vulnerabilities of the regime to bring about its internal destruction or overthrow. Such wars are distinguished from lesser insurgencies by the gravity of the threat to government and the insurgent object of eventual regional or national control.

INTEGRATED ASSESSMENT OF SECURITY ASSISTANCE (IASA). Submitted by country teams to commanders in chief (CINCs) who integrate these reports into their input for Joint Strategic Planning Document Supporting Analysis (JSPDSA). (Part II, Book 4, Allied and Friendly Forces, and the Joint Security Assistance Memorandum (JSAM).)

INTERNAL DEFENSE. The full range of measures taken by a government to free and protect its society from subversion, lawlessness, and insurgency.

INTERNAL DEVELOPMENT. Actions taken by a nation to promote its growth by building viable institutions - - political, military, economic, and social - - that respond to the needs of its society.

LOW INTENSITY CONFLICT (TYPE A). Internal defense and development assistance operations involving actions by US combat forces to establish, regain, or maintain control of specific land areas threatened by guerrilla warfare, revolution, subversion, or other tactics aimed at internal seizure of power.

LOW INTENSITY CONFLICT (TYPE B). Internal defense and development assistance operations involving US advice, combat support, and combat service support for indigenous or allied forces engaged in establishing, regaining, or maintaining control of specific land areas threatened by guerrilla warfare, revolution, subversion, or other tactics aimed at internal seizure of power.

MILITARY ASSISTANCE. Refers collectively to three major military security assistance programs -- Military Assistance Grant Aid Program, Foreign Military Sales Program, and Excess Defense Articles Program.

MILITARY ASSISTANCE ADVISORY GROUP. As used in this manual, encompasses joint US military advisory groups, military missions, military advisory groups, US military groups, and US military representatives exercising responsibility at the government level for security assistance and other related DOD matters with the host countries to which they are accredited. Defense attaches are included when specifically designated.

MILITARY CIVIC ACTION. The use of preponderantly indigenous military forces on projects useful to the local population at all levels in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others contributing to economic and social development, which would also serve to improve the standing of the military forces with the population.

MOBILIZATION. The act of preparing for war or other emergencies through assembling and organizing national resources. Mobilization includes all activities to motivate and organize the populace in support of the government through IDAD programs, as well as activities to protect the populace from insurgent actions.

NATIONAL COORDINATION CENTER (AREA COORDINATION CENTER). A composite organization to include representatives of local military, paramilitary, and other governmental agencies responsible for planning and coordinating internal defense and development operations.

PARAMILITARY FORCES. Forces or groups which are distinct from the regular armed forces of any country but resembling them in organization, equipment, training, or mission.

REMOTE AREA OPERATIONS. Government operations undertaken in contested areas to establish host country strongholds. These areas may be populated by ethnic, religious or other isolated minority groups; however, remote area operations may be conducted in areas devoid of civilian population in which insurgent forces have established training areas, rest areas, logistical facilities, or command posts. The remote area tactical force should be composed mainly of personnel indigenous to the operational area.

RESOURCE MANAGEMENT. Those methods and procedures that deal with resources (manpower, real property, weapons, equipment, services, materials, and supplies) and are intended to assist in the management of such resources (planning, organizing, coordinating, monitoring, and evaluating men, money, and material facilities) to accomplish missions and tasks.

SECURITY ASSISTANCE. All activities of the United States Government carried out under the authority of the Foreign Assistance Act or Foreign Military Sales Act or related appropriation acts and other related authorities.

SECURITY ASSISTANCE FORCE (SAF). A specially trained, area-oriented, partially language-qualified, ready force available to the commander of a unified command for the support of operations in situations short of open hostilities and in

APPENDIX D

limited and general war. SAF organizations may vary in size and capabilities according to theater requirements.

STRIKE CAMPAIGN. Combat operations in zones under insurgent control or in contested zones. They are targeted against insurgent tactical forces and bases outside areas of government control. Other internal defense activities may support tactical forces during combat operations. Strike forces normally do not remain in the area of operations after mission accomplishment.

URBAN AREA OPERATIONS. IDAD operations in an urban environment characterized by close coordination between the armed forces, police forces, paramilitary forces, and other security forces for the protection of critical installations and control of subversive activities. IDAD operations in an urban area also may be part of a consolidation campaign or a continuing IDAD effort not specifically designated as a campaign.

ACRONYMS

ACC	area coordination center
AECB	Arms Export Control Board
AID	Agency for International Development
AO	area of operations
ASD(I&L)	Assistant Secretary of Defense (Installations & Logistics)
ASD/ISA	Assistant Secretary of Defense for International Security Affairs
BDF	base defense force
CA	Civil Affairs
CEWI	combat and electronic warfare intelligence
CIA	Central Intelligence Agency
CMO	civil-military operations
COMSEC	communications security
DASD/ISA(SA)	Deputy Assistant Secretary of Defense (International Security Affairs) for Security Assistance
DISAM	Defense Institute of Security Assistance Management
DSAA	Defense Security Assistance Agency
EDA	excess defense articles
EOD	explosive ordnance disposal

ESF	Economic Support Fund
EW	electronic warfare
FAOP	Foreign Area Officer Program
FDC	fire direction center
FID	Foreign Internal Defense
FIST	fire support team
FMS	foreign military sales
FO	forward observer
FSCoord	fire support coordinator
ICA	International Communication Agency
IDAD	Internal Defense and Development
IDCA	International Development Cooperation Agency
IMET	International Military Education and Training
JCS	Joint Chiefs of Staff
LIC	low intensity conflict
LOC	lines of communication
MAAG	Military Assistance Advisory Group
MAP	Military Assistance Program
MASM	Military Assistance and Sales Manual
MTT	mobile training team
NATO	North Atlantic Treaty Organization
NBC	nuclear, biological, chemical
NSC	National Security Council
PPBS	planning, programing, and budgeting system
PSYOP	psychological operations
REMS	remote sensor
SAF	security assistance force

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SAT	security assistance team
SFOB	Special Forces operational base
SOP	standing operating procedure
STANO	surveillance, target acquisition, and night observation
TAFT	technical assistance field team
TAT	technical assistance team
TAS	tactical air support
TF	task force
TOC	tactical operations center
UN	United Nations
USAID	US Agency for International Development
USCT	US country team
USICA	US International Communication Agency

APPENDIX E

* IDAD APPRAISAL/ESTIMATE PROCESS

OBJECTIVE (MISSION) ANALYSIS

STATEMENT OF THE OBJECTIVE/MISSION. Define in terms of:

- Specified tasks.
- Implied tasks.
- What conditions will satisfy the requirement.

ACTION CONSTRAINTS.

- Situation or decision environment.
- Resources.
- Time available.
- Guidance.

INFORMATION AND SIGNIFICANT FACTORS

ISSUES.

- Raised by the opposition.
- Raised by other segments of the population.
- Social problems likely to produce further issues.

AFFECTED SEGMENTS OF THE POPULATION.

- For each issue, determine or assume:
 - Potential for mobilization.
 - Intensity of commitment.
- Identify critical segments, if any.

* At joint level, estimate is used; US Army uses appraisal.

APPENDIX E

EXISTING FORCES.

- **Opposition forces.**
 - **Identification, organization, and strength.**
 - **Effectiveness.**
 - **Strategy.**
 - **Capabilities.**
 - **Vulnerabilities.**
- **Neutral forces.**
- **Friendly forces.**
- **External forces.**

BALANCE OF FORCES.

COURSES OF ACTION.

COMPARISON OF ALTERNATIVES

WAR-GAME COURSE OF ACTION FOR EACH ISSUE.

DEVELOP A MATRIX FOR ANALYSIS.

CONDUCT ANALYSIS.

- **Compare best courses of action from each of the issues in relation to each of the others.**
- **War-game the effects of pursuing only a selected number of courses of action for which you have assets. (This step is necessary if one or more of the most critical issues cannot be addressed because of limited assets.)**

FINALIZE A PRIORITY LISTING OF COURSES OF ACTION AND PLACE INTO THE FORM OF PROPOSALS FOR THE IDAD (CAMPAIGN) PLAN.

DECISION/RECOMMENDATION

REFINE SELECTED PROGRAM (CAMPAIGN) IN TERMS OF ACTIONS, ALLOCATION OF RESOURCES, TIME PHASING, ETC.

ANNOUNCE DECISION/RECOMMENDATION AND YOUR INTENT.

APPENDIX F

ARMY OPERATIONS ANNEX TO MILITARY IDAD PLAN

(CLASSIFICATION)

COPY OF COPIES

ISSUING HEADQUARTERS

PLACE

DATE-TIME GROUP

MESSAGE REFERENCE NUMBER

Annex (Army Operations) to Military IDAD Plan. REFERENCES: List plans, maps, charts, policy regulations, concepts, decrees relating to the plan.

Time Zone Used Throughout the Plan:

Task Organization: This information must be given either here; in paragraph 3, "EXECUTION"; or in an appendix. Under this heading, as appropriate, give the subdivision of the force.

1. SITUATION

a. **INSURGENT FORCES.** Include information about insurgent military forces, infrastructures, and support organizations that may directly affect IDAD operations planning. Such information as unit identification, organizational concepts, major activities, outside support, leadership, morale, and political ideologies should be included. This paragraph will normally reference appropriate intelligence plans, annexes, appendices, and estimates rather than provide details on insurgent forces and activities.

b. FRIENDLY FORCES.

(1) **Military.** Include information and references about other forces (paramilitary, air force, navy, and allied) which may directly affect the missions and tasks of army forces.

(2) **Civil.** Include references and information about missions and roles of civil agencies that may directly impact on army operations and requirements. Such information as agency designations, mission and responsibilities, and interrelationship with army forces should be included.

c. **ATTACHMENTS AND DETACHMENTS.** List here, or in an appendix, units attached to or detached from the Army, purpose, and effective times.

d. **ASSUMPTIONS.** State assumptions used as a basis for this annex.

APPENDIX F

2. MISSION

Make a clear, concise statement of the tasks to be accomplished to include who, what, when, where, and why.

3. EXECUTION

a. **CONCEPT OF OPERATION.** State the broad concept for the employment of army forces in support of IDAD. Concept should be comprehensive to include overall objectives, priorities, and orientation of forces. IDAD plans at national level and for specific political subdivision are often phased. As a result, army annexes in support of these plans are phased when appropriate. The concept of operations may be prepared in subparagraphs for each phase.

b. **TASKS.** In subsequent separate lettered subparagraphs, the missions and tasks of each major element are provided.

c. **COORDINATING INSTRUCTIONS.** This is the last subparagraph of paragraph 3 and contains details of coordination and control applicable to more than one element.

4. SERVICE SUPPORT

This paragraph contains a statement of the combat service support instructions and arrangement.

5. COMMAND AND SIGNAL

a. **COMMAND.** Provide instructions about command arrangements relating to army forces. Include, when appropriate, command relationships between army forces and other service organizations, chiefs of political subdivisions, and area coordination centers.

b. **SIGNAL.** Signal instructions may make reference to an appendix. Information should be provided on the integration of military, paramilitary, police, and civil communications.

Acknowledgement Instructions.

Signature of Commander

Authentication

- Appendixes:
1. Advisory Assistance (omitted)
 2. Intelligence (omitted)
 3. Psychological Operations (omitted)
 4. Civil Affairs (omitted)

5. Populace and Resources Control (omitted)

6. Tactical Operations (omitted)

DISTRIBUTION:

APPENDIX G

INSURGENT ACTIVITY INDICATORS

GENERAL

Anything that insurgents can do to influence and direct a society toward overthrowing its government will be reflected by some action or indication, no matter how subtle. These occurrences are referred to as insurgent activity indicators. By recognizing these indicators it is possible to obtain the first clues to insurgent existence and then evidence of the growth of the insurgent movement. Because there is a great deal of legitimate activity, there is a requirement to determine which of the various sociological, economic, political, and other activities represent insurgent activity.

It is not possible to provide an all-inclusive listing of insurgency indicators because there are too many possibilities existing in the many nations of the world. The indicators in this appendix, however, do provide a beginning framework for a detailed analysis of any particular country. The greater the perception of an insurgency situation within a particular country and the greater the knowledge of the insurgent involved, the easier it will be to identify the insurgent activity indicators.

This appendix will serve as a guide for the intelligence officer in developing appropriate clues to insurgent activity in a particular area. Isolated actions of seemingly little significance in one area may show a pattern of an emerging insurgency when coordinated with reports of indicators from other areas. In developing indicators, or using these suggested ones, it is important to remember that insurgent strategy can suddenly change. The insurgent threat can unfold along altogether different lines simultaneously or can suddenly switch from use of military force, for example, to a political offensive. Such a development can be dangerous if it makes the general situation appear to be much less critical than it really is.

The development of appropriate indicators, together with the collection effort, can not only indicate an insurgency or potential insurgent situation exists, but can also identify any problems and dissatisfaction of the people. The elimination or effective control of insurgency is based on coordinated IDAD programs which address identified problems or potential problems. Before these programs can be developed, the threat must be defined. The first step in defining the threat is to establish insurgent activity indicators.

RURAL INSURGENT ACTIVITY

A rural area, for purposes of this appendix, includes all farming areas, any town or village up to 5,000 people, and any town or village up to 20,000 people with a farm-based economy where the townspeople, if not engaged in farming, earn their livelihood in agricultural service industries. In such areas, where the interests are so interdependent, insurgency indicators would be similar in both the town and countryside. This is not to say that rural insurgency may not be directed by urban insurgents and coordinated with urban insurgency; however, some theoreticians emphasize that the key to success is the countryside and the rural population. In such

cases early insurgency indicators will be found in the rural areas where the subversive insurgents are concentrating their initial efforts.

During the development of a subversive insurgency, some of the first indicators of latent or incipient insurgency will appear in the rural areas. While some of these indicators are rather obvious, some are not. For the sake of simplicity, these indicators of insurgency have been placed into the four categories of population, propaganda, commodity, and environmental indicators.

Population Indicators.

■ GENERAL ACTIVITY.

- Identification of insurgents, their supporters, and sympathizers who suddenly appear in, or move out of, an area.
- New faces in the community.
- Unusual gatherings among the population.
- Disruption of normal social patterns.

■ INSURGENT-PROMOTED ACTIVITIES.

- Refusal of peasants to pay rent, taxes, or loan payments or unusual difficulty in their collection.
- Trend of hostility on the part of the local population toward government forces.
- Occurrence of actions previously considered taboo by the populace.
- Disappearance of the population from or avoidance by the people of certain areas.
- Unexplained disappearance or dislocation of young people.

■ ACTIVITY AGAINST THE GOVERNMENT.

- Strangers attempting to join local security forces.
- Reports of the people being approached for purposes of intelligence recruitment.
- Unusual short absences of government employees.
- Failure of police and informant nets to report properly.
- Growth of general hostility toward the government.
- Unexplained destruction or loss of government identification papers or passports and increased forgeries thereof.

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- Closing of rural schools.
- Murder and kidnapping of local government officials.

Propaganda Indicators.

■ GENERAL PROPAGANDA INDICATORS.

- Dissident propaganda from unidentified sources.
- Increase in the number of entertainers with a political message.
- Increasing religious unrest.
- Increased agitation on issues for which there is no identified movement or organization.
- Renewed activity by insurgent organizations thought to be dormant.
- Circulation of petitions advocating usual insurgent demands.
- Reports from other countries that the country is ready for revolution.

■ DIRECTED AGAINST THE ESTABLISHED GOVERNMENT.

- Attempts to discredit and ridicule national or public officials.
- Attempts to discredit the judicial system and police organizations.
- Characterization of government leaders as puppets and tools of a foreign government.
- Movement to remove strong anti-insurgency leaders.
- Agitation against government projects and plans.
- Rumors designed to gain public acceptance of untruths about the government or governmental leaders.
- Advocacy of popular front government.

■ DIRECTED AGAINST THE NATIONAL MILITARY FORCES.

- Attacks which embarrass or ridicule military officials.
- Characterization of military leaders as puppets and tools of a foreign government.
- Movement to remove strong anti-insurgency leaders from the military.
- Propaganda directed toward youths to refrain from joining the military service or propaganda directed to soldiers to desert.

- Characterization of the armed forces as the enemy of the people.
- Civilian avoidance of and reluctance to cooperate with the military.
- DIRECTED AGAINST THE EDUCATIONAL SYSTEM.
 - Appearance of questionable doctrine in the educational system.
 - Charges by students and others that the educational system is not adequate and is only training the youth of the nation to do the government's bidding.

Commodity Indicators.

■ CROPS

- Diversion of crops from the market.
- Unexplained decrease in the marketing of a given crop.
- Increased reports of pilfering of foodstuffs.
- Strangers attempting to purchase crops or produce.
- Farmers marketing a crop that is smaller than usual, yet showing no signs of subsequent financial difficulty.
- Discovery of caches of staple foodstuffs.
- Increase in crop price indicating the existence of an insurgent taxing authority in the area.

■ ANIMALS.

- Diversion of animals or meat from the market.
- Reports of loss of hides or diversion of hides from the market.
- Disappearance of wild game from an area in which it was previously plentiful.
- Disappearance of pack animals or the appearance of unusual numbers of pack animals in certain areas.

■ ARMS AND AMMUNITION.

- Increased loss of weapons by military and police forces.
- Increased thefts of weapons.
- Discovery of arms caches.
- Attacks on patrols resulting in loss of weapons and ammunition.

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- The above factors could be applied not only to weapons but also to any similarly essential military goods.

■ CLOTHING.

- Unusual scarcity of any type of material that could be used for footwear. This could include such items as hides of animals and old tires in addition to manufactured footwear.

- Discovery of caches of clothing or of materials which may be used in the manufacture of clothing or uniforms.

■ DRUGS AND MEDICINE.

- Scarcity of herbs and plants used as drugs and medicine.
- Large-scale purchasing or theft of drugs and medicine and of the herbs used in their manufacture.

■ COMMUNICATIONS.

- Increases in purchase and use of radios.
- Discovery of caches of communications equipment.
- Unusual increase in communications traffic in amateur radio operations.

Environmental Indicators.

- Evidence of increased foot traffic in the area.
- Increased travel within and into remote or isolated areas.
- Unexplained trails and cold campsites.
- Establishment of new, unexplained agricultural areas, or recently cleared fields.
- Unusual smoke, possibly indicating the presence of a campsite or a form of communication.
- Concentration of dead foliage in an area, possibly indicating use of camouflage.
- Presence of foot traps, spikes, and the like.
- Presence of obstacles such as those used in roadblocks and canal blocks.

URBAN INSURGENT ACTIVITY

Indicators of urban insurgent activity also have been placed in the four categories of

population, propaganda, commodity, and environmental indicators. Many of the same or similar indicators will appear for both rural and urban areas.

Population Indicators.

■ GENERAL ACTIVITY.

- Increase in size of embassy or consulate staffs from country or countries which support insurgent groups.
- Increase in staff and activities in proinsurgency-oriented embassies or consulates in neighboring countries, including unusual patterns in nature and volume of external communications (both in-country and out-of-country).
- Increased travel by suspected subversives to proinsurgency-oriented countries or to countries notably under insurgent influence.
- Influx of insurgent leaders, both foreign and domestic, into the urban area.
- Reports of locals being trained in proinsurgency-oriented countries.
- Increase in visitors from proinsurgency-oriented countries (tourists, technicians, businessmen, officials).
- Close connections between the diplomatic representatives of proinsurgency-oriented countries and the insurgents.
- Disappearance of known or suspected insurgents and dissident elements.
- Increase in insurgent youth gatherings.
- Hosting of trade fairs or similar activities by proinsurgency-oriented countries.
- Return of nationals from travel or study in proinsurgency-oriented countries.
- Increase in visits to urban centers by rural officials and leaders from areas of unrest.
- Establishment of organizations (even very small) of unexplained origin and of unclear or nebulous aims.
- Establishment of a new organization to replace an existing organizational structure with identical aims.
- Appearance of many new members in established organizations such as labor unions.
- Attempts by new groups to obtain control of established organizations.

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- Infiltration of student organizations and unions by known agitators.
- Appearance of new organizations with titles stressing patriotism, grievances, or interests of underprivileged or minority groups.
- Reports of large donations to new or revamped organizations.
- Reports of payments to locals for engaging in subversive activities.
- Reports of the formation of subversive paramilitary organizations.
- Use of grenades or other explosives in terrorist acts.
- Reports of insurgent lists of targets for planned terroristic acts.
- Appearance of professional agitators in demonstrations that result in violence.
- Evidence of the participation of paid and armed demonstrators in riots.
- **INSURGENT-PROMOTED ACTIVITY.**
 - Reported incidents of attempted recruitment of people to join new movements or underground organizations.
 - Unexplained unavailability or disappearance of doctors, printers, and other specialists who may be working with and for the insurgents.
 - Habitual criminals and unruly youth who seem to be acting with and for the insurgents.
 - Increased unrest and agitation among laborers.
 - Inability and/or refusal of people to pay taxes.
 - Reports of extortion and other coercion by the insurgents to obtain financial "donations" from the people.
 - Disappearance of young men from the city.
- **ACTIVITY AGAINST THE GOVERNMENT.**
 - Failure of police and informant nets to report properly, indicating sources are supporting the insurgents or are afraid of them.
 - Decreasing success of government agents in infiltrating subversive organizations.
 - Assassination or disappearance of government agents.
 - Reports of increased attempts by insurgent representatives or suspected subversives to make contacts with local leaders or government officials.

- Reports of attempts to bribe or blackmail government and law enforcement employees.
- Reports of attempts to get classified information from government officials or documents from government offices.
- Leakage of classified information to news media.
- Sudden improvement in financial status of certain government and law enforcement employees.
- Failure of government raids on suspected subversive meetings or headquarters apparently because of forewarning.
- Increased activity against the government and its police, minority groups, foreigners, or similar groups.
- Demonstrations against government forces, scapegoat minority groups, or foreigners designed to goad government forces into acting against crowds.
- An increased number of articles or advertisements in newspapers criticizing the government.
- The growth of general hostility toward the government and law enforcement agencies.
- The occurrence of strikes in critical areas casting doubt upon the ability of the government to maintain order and provide for the needs of the people.
- Unusual and unsatisfactorily explained absences of government employees from their offices.
- Sporadic, unexplained destruction, loss, or forgery of government identification cards and passports.
- Unexplained disruptions of public utilities.
- Reports of extortion attempts on local leaders and businessmen.
- Terrorist acts and threats against government and business leaders.
- Murder or kidnapping of government officials.

Propaganda Indicators.

■ GENERAL INDICATORS.

- Worldwide propaganda by proinsurgency-oriented countries denouncing conditions and blaming the government of the targeted country.
- Appearance in country of antigovernment slogans and pronouncements by word of mouth, wall scribblings, posters, and leaflets.

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- Letterwriting campaigns to newspapers and government officials deploring undesirable conditions and blaming individuals in power.
- Increased use of slogans pinpointing specific grievances.
- Increased use of petitions demanding government redress of grievances.
- Circulation of petitions and pamphlets which appear to follow the beliefs and policies of a foreign power.
- An increase in rumors, publications, or leaders from areas occupied by migrants which focus upon lack of official concern about poor conditions.
- A general increase in agitation and unrest within the urban population for which there is no logical explanation.
- Appearance of committees and organizations whose leaders do not seem to be from the urban area, yet who purport to speak for the citizens of that area.
- Increased appeals directed at intensifying general religious unrest in countries where religious competition exists.
- Mass demonstrations where participants voice standard Communist demands.
- Announcements by foreign countries that the concerned country is ripe for "war of national liberation," or words to that effect.
- Propaganda linking local ethnic groups with those in neighboring countries.
- Clandestine in-country radio broadcasts worded to appeal to those with special grievances or to underprivileged ethnic groups.
- Use of bullhorns, truck-mounted loudspeakers, and other sophisticated equipment in "spontaneous" demonstrations.
- Presence of photographers other than newsmen among demonstrators.
- Widespread propaganda which appeals for sympathetic reception or participation in strikes or demonstrations.
- Rallies to honor "martyred" insurgents.
- Mass demonstrations honoring revolutionary heroes or dates significant to insurgency.
- Nationwide strikes called to demonstrate the strength of the insurgent movement.

- Sympathy strikes or demonstrations taking place outside the country concerned.

■ AGAINST THE ESTABLISHED GOVERNMENTS.

- Radio propaganda from foreign countries beamed at the target country accusing its government of failure to meet the needs and desires of its people.
- Propaganda from foreign countries aimed at the target country denouncing imperialism.
- Demonstrations and violence in foreign countries against embassies, offices, and consulates of the target country or countries which support its government.
- Spreading accusations that the government is corrupt and completely out of touch with the people.
- Agitation against existing or proposed government projects and plans.
- Accusations that the government is a pawn of a foreign government.
- Calls for a popular front government, including new parties.
- Character assassinations of top government officials.
- Movement to remove strong anti-insurgency leaders from office.
- Strikes or work stoppages called to protest government actions.

■ AGAINST THE MILITARY AND POLICE.

- Spreading accusations that the military and police are corrupt and completely out of touch with the people.
- Character assassinations of military and police officials.
- Movement to remove strong anti-insurgency military and police leaders from office.
- Calling on the people to stop cooperating with the military and police.
- Deliberate acts to provoke police reprisals during demonstrations or strikes.
- Accusations of police brutality or ineffectiveness or claims that government forces initiated violence when demonstrations end in riots.
- Publication of photographs purporting to show repressive police practices.

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■ AGAINST THE EDUCATIONAL SYSTEM.

- Student unrest manifested by new organizations, proclamations, demonstrations, and strikes against authority.**
- Charges by students and others that the educational system is not adequate and is only training youth to do the government's bidding.**
- Appearance of questionable doctrine in the educational system.**
- Clamor for personnel changes in the educational system.**

Commodity Indicators.

■ FOODS.

- A scarcity of food supplies when there is no report of natural impediments to agriculture.**
- In a country or province where there is a tolerated black market, a decline of foodstuffs at this source indicating that the food is being diverted.**
- Sudden shortages of preserved foods or items of food requiring minimal storage facilities.**
- The failure of farmers to transport their products to the city indicating a fear of travel on the highways.**
- Large-scale purchasing of foodstuffs which may be by purchasing agents for an insurgent movement.**

■ ARMS AND AMMUNITION.

- Increase in assaults on police and military personnel which result in thefts of weapons.**
- Increase in thefts and purchases of arms, ammunition, and explosives.**
- Discovery of arms, ammunition, and explosives being clandestinely manufactured, transported, or cached.**
- Increased purchase and theft from salvage yards of metal products such as pipe, casings, wire, spikes, and nails.**
- Increased purchase of surplus military goods.**
- Increase in demand for small arms and ammunition on the open market.**
- Reports of large-scale purchasing of weapons, ammunition, and material used in their manufacture.**

- Increase in pilfering of arms and ammunition from the government.
- An increase in the number of armed robberies.
- Reports of theft or sudden shortages of chemicals which could be used in the clandestine manufacture of explosives.
- Appearance of arms manufactured in proinsurgency-oriented countries.
- CLOTHING.
 - Unusual systematic purchase of clothing materials which could be used for the manufacture of insurgent uniforms or footwear.
 - Unusual scarcity of clothing or material used in the manufacture of clothing and footwear.
 - Distribution of clothing to underprivileged classes by organizations of recent or suspect origin.
 - Discovery of caches of uniform clothing.
- DRUGS.
 - Scarcity of drugs and medical supplies on the market or black market.
 - Large-scale purchase or theft of drugs and other medical supplies.
 - Diversion of shipments of drugs.

Environment Indicators.

- Apartments and housing being rented but not lived in as homes.
- Slogans written on walls, bridges, and streets.
- Defacement of government and police information signs.
- Disappearance of electrical lines.
- Pollution of the urban area's water supply.
- Terrorist acts against physical targets such as bridges, dams, airports, or buildings.
- Changes in residence of suspected subversives.
- Discovery of message drops.
- Apartments and houses being used for purposes other than residences.

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- Increased smuggling of currency, gold, gems, narcotics, medical supplies, and arms into urban centers.
- Reports that local currency is being bought up in world markets by proinsurgency-oriented countries.
- Appearance of abnormal amounts of counterfeit currency.
- Increase in bank robberies.
- Work stoppages or slowdowns in essential industries.
- Marked decline in product quality in essential industries.
- Marked increases in equipment failures in essential industries.
- Mass strikes and sympathy strikes in essential industries.
- Appearance of known agitators or suspected subversives in picket lines.
- Escalation of peaceful strikes to violence against property and nonstriking personnel.
- Explosions in essential utilities and industries.
- Roadblocks and mines on main lines of communication.
- Malicious damage to industrial products or factory machinery.

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